DOCUMENT RESUME

ED 290 097 CG 020 460

TITLE	Drug Problem in Schools and Colleges. Hearing before the Subcommittee on Judiciary and Education of the Committee on the District of Columbia. House of Representatives, Ninety-Ninth Congress, Second Session on Drug Sales and Use among Students in High Schools and Colleges in the District of Columbia (September 23, 1986).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on the District of Columbia.
PUB DATE	87
NOTE	114p.; Serial No. 99-23. Portions contain small or broken type.
AVAILABLE FROM	Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*College Students; *Drug Abuse; Hearings; *Higher Education; *High School Students; *Secondary Education; Trend Analysis
IDENTIFIERS	Congress 99th; *District of Columbia

ABSTRACT

The text of a Congressional hearing on drug sales and use among students in high schools and colleges in the District of Columbia (D.C.) is presented in this document. An opening statement is given by Representative Mervyn M. Dymally. Statements are provided by these witnesses: (1) Thomas M. Downs, city administrator, deputy mayor for operations, D.C. government; (2) David A. Clark, chairman, D.C. Council; (3) Harold Fisher, Jr., president, Washington Teachers Union; (4) Floretta D. McKenzie, superintendent, D.C. public schools; (5) R. David Hall, president, D.C. Board of Education; (6) Representative Charles B. Rangel, Representative in Congress from the state of New York, chairman, Select Committee on Narcotics Abuse and Control; (7) Maurice T. Turner, Jr., D.C. Metropolitan Police Department; (8) Lonnie Mitchell, administrator, D.C. Alcohol and Drug Abuse Administration, D.C. Public Health Commission; and (9) Representative Walter E. Fauntroy, Representative in Congress from the District of Columbia. A prepared closing statement by Representative Fauntroy is also given. A staff summary of the findings and conclusions of the hearings is included which indicates that the witnesses felt they were losing the battle against drug abuse on local and national campuses. (ABL)

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DRUG PROBLEM IN SCHOOLS AND COLLEGES

HEARING

BEFORE THE

SUBCOMMITTEE ON
JUDICIARY AND EDUCATION

OF THE

COMMITTEE ON
THE DISTRICT OF COLUMBIA
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

ON

DRUG SALES AND USE AMONG STUDENTS IN HIGH SCHOOLS AND COLLEGES IN THE DISTRICT OF COLUMBIA

SEPTEMBER 23, 1986

SERIAL NO. 99-23

Printed for the use of the Committee on the District of Columbia

CG 020460

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Staff Summary of Findings and Conclusions

On Tuesday, September 23, 1986, the Subcommittee on Judiciary and Education of the Committee on the District of Columbia held an oversight hearing on drug use and its prevention in high schools in the District of Columbia. Representatives from the District's law enforcement agencies, District of Columbia public schools as well as the chairman of the House Select Committee on Narcotics Abuse and Control, testified as to the depth and breadth of drug use and abuse on college campuses. In response to questioning, the witnesses stated they felt they were losing the battle against drug abuse on our local and national campuses.

Also during the question and answer period, it was pointed out that there was a vast disparity between what the Congress sought for education and prevention and what was sought by the White House. The House of Representatives requested $350 million for fiscal years 1987, 1988, 1989 or $70 million per State, while the White House was seeking $3 million or $60,000 per State.

The focus of the hearing was on a real and vital issue in the minds of the American people, that is, the sale, use, and abuse of controlled substances. At the same time a report issued by the National Institute of Mental Health of a 10-year study entitled, "Drug Abuse Among American High School Students, College Students, Other Young Adults, and National Trends Through 1985," clearly indicated that young America is moving away from the use and abuse of controlled substances and toward an increase in the use and abuse of alcohol. The 10-year study conducted for the National Institute for Mental Health by the University of Michigan Institute for Social Research concluded that the drug of choice for the majority of those surveyed was alcohol, which is on the rise, according to the researchers.

DRUG USE AND ITS PREVENTION IN HIGH SCHOOLS AND COLLEGES IN THE DISTRICT OF COLUMBIA

TUESDAY, SEPTEMBER 23, 1986

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON JUDICIARY AND EDUCATION,
COMMITTEE ON THE DISTRICT OF COLUMBIA,
Washington, DC.

The subcommittee met, pursuant to call, at 9:14 a.m., in room 1310, Longworth House Office Building, Hon. Mervyn M. Dymally (chairman of the subcommittee) presiding.

Present: Representatives Dymally and Fauntroy.

Staff present: Donald Temple, senior staff counsel; Ron Willis, staff assistant; Roberta Messalle and Shahid Abdullah, minority staff assistants.

Mr. DYMALLY. The Subcommittee on Judiciary and Education of the Committee on the District of Columbia is hereby called to order. As chairman of this Subcommittee on Judiciary and Education and a member of the House Education and Labor Committee, I have convened this hearing to examine more closely drug sales and use among students in high schools and colleges in the District of Columbia.

This hearing is convened in the shadow of increasing congressional sensitivity to the critical national drug problem and the urgent need to develop an effective Federal response. However, the drug problem has been the subject of this committee's attention for the life of the 99th Congress.

According to all indications, we have a crisis on our hands regarding drugs, but especially drug use and distribution in our Nation's schools and colleges and amongst our young people, the future leaders and citizens of this Nation.

I am concerned that at this very hour young boys are selling PCP or cocaine in our high school hallways and that some 16-year-old 10th grader is coming to classes high off marijuana or PCP.

We want to know how schools are addressing the problem of the 15-year-old drug dealer or 14-year-old habitual drug user. Also, what are schools doing to educate students in earlier grades about drugs? I am concerned about the absence of adequate security in and around schools that allow unwanted and dangerous youths, and sometimes adults, to freely enter and exit schools and classrooms without proper scrutiny. Indeed, this security void encourages students, faculty and administrators to ignore illegal drug activity about them for fear of harm to their person or property.

Certainly, the D.C. school system and police department have attempted to respond to the drug problem in the school system, and I commend them, but the question is, Are we doing enough?

The drug problem is not merely a fad. It is a serious, lucrative and high powered business. This problem is greatly exacerbated by a high profit motivation. Thus, the problem is by no means a simple one. It will require creative and multifaceted solutions.

Strong creative drug education and drug treatment programs are important. Increased law enforcement is essential. Better communication is required amongst certain local agencies and parties, and most important, additional funding is imperative. Today's hearing is the first of two hearings designed to examine the drug dilemma in our schools and colleges in the District of Columbia. Hopefully, our testimony and discussion will provide a better picture and sense of the drug problem in our schools.

I would add, in 1984 and 1985, long before it became a popular issue, the committee leadership called for major changes in how the District of Columbia approached drug use and trafficking. House Concurrent Resolution 161, a bill to establish the Washington Metropolitan Area Drug Authority for District of Columbia, Maryland, and Virginia, came out of those hearings. The legislative prognosis for this resolution is favorable, and I'm proud to be a cosponsor.

I wish to commend my friend and colleague, Mr. Fauntroy, chairman of the Subcommittee on Fiscal Affairs and Health, for his lead in confronting the issue of drug use and distribution in the Washington metro area and for developing a functional and creative concept such as the authority.

Prior to the hearing of today's testimony from our friend, Mr. Rangel, I would like to call on Mr. Fauntroy.

[The prepared statement of Mr. Dymally follows:]

PREPARED STATEMENT OF HON. MERVYN M. DYMALLY

Good morning. This hearing is called to order.

As chairman of this Subcommittee on Judiciary and Education and a member of the House Education and Labor Committee, I have convened this hearing to examine more closely drug sales and use among students in high schools and colleges in the District of Columbia.

This hearing is convened in the shadow of increasing congressional sensitivity to the critical national drug problem and the urgent need to develop an effective Federal response. However, the drug problem has been the subject of this committee's attention for the life of the 99th Congress.

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I am concerned that at this very hour young boys are selling PCP or cocaine in our high school bathrooms and hallways and that some 16-year-old tenth grader is coming to classes high off marijuana or PCP.

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I would add, in 1984 and 1985, long before it became a popular issue, the committee leadership called for major changes in how the District of Columbia approached drug use and trafficking. House Concurrent Resolution 161, a bill to establish the Washington Metropolitan Area Drug Authority (WMADA) for D.C., Maryland, and Virginia, came out of those hearings. The legislative prognosis for this resolution is favorable and I'm proud to be a cosponsor. I wish to commend my colleague, Mr. Fauntroy, chairman of the Subcommittee on Fiscal Affairs and Health, for his lead in confronting the issue of drug use and distribution in the Washington metro area and for developing a functional and creative concept such as WMADA.

Prior to hearing testimony, I yield for any opening remarks.

Mr. FAUNTROY. Thank you, Mr. Chairman, for your very kind remarks about our WMADA Program. Perhaps no other area of concern has captured the minds and hearts of the American people like the subject we address today. From the streets of our city to the halls of our finest academic institutions, we have witnessed the destructive force of the use of illegal drugs.

As a father and as a pastor of a church, I want to bring to my personal family and to my church family the most up to date and intelligent educational programs available so as to enlighten both parents and children as to the profound dangers of drug use and abuse.

I am here today because, like you, I believe an educated approach to this problem is the best way to insure that tomorrow's children are not victimized by this plague, as the children of today have been.

We must begin at the beginning, at the point at which children enter our public and private schools. We must teach them not only to say no to drugs, but to have a clear understanding as to why they are saying no. There are approximately 86,000 students in attendance in District of Columbia public schools, and another 12,000 attending our privately sponsored schools. If one takes the present national norm of 12 percent, about 9,000 will become addicted to either drugs or alcohol or both, surely we can begin to do something about this tragic loss, and instead of seeing many of them ending up as another part of humanity wandering aimlessly on one of our downtown streets, we will see them standing proud as they become what God has intended them to become.

So, Mr. Chairman, I want to thank you for the time. I eagerly await testimony from each of our distinguished witnesses, the first of which is the man who is the Chair of our Select Committee on Narcotics Abuse and Control, Mr. Drug War, himself, Congressman Charles Rangel, who in addition to serving our Nation so magnificently as the third ranking member of the Ways and Means Committee, is hopefully soon going to be serving the Congress of the United States as majority whip.

[The prepared statement of Mr. Fauntroy follows:]

PREPARED STATEMENT OF CONGRESSMAN WALTER E. FAUNTROY

Thank you Mr. Chairman for your very kind remarks. Perhaps no other area of concern has captured the minds and hearts of the American people like the subject we will address today. From the streets of our city to the halls of our finest academic institutions, we have witnessed the destructive force of the use of illegal drugs. As a Father and as a pastor of a church, I want to bring to my personal family and to my church family the most up-to-date and intelligent educational programs available so as to enlighten both parents and children as to the profound dangers of drug use and abuse.

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Thank you Mr. Chairman for the time. I eagerly await the testimony from each of our distinguished witnesses.

Mr. DYMALLY. Thank you, Mr. Fauntroy.

On Saturday, the black-elected officials met in Los Angeles County to discuss the possible hearing by the select committee in conjunction with the Committee on Education. I was presumptuous enough to say that Mr. Rangel would be busy until December 8, for obvious reasons, of course, and suggested perhaps after December 8 when he is free of the burden of having to make phone calls, he might visit us in Los Angeles, and I trust that Congressman Hawkins will be talking to you about a joint meeting sometime before the year has ended to deal with this problem.

Mr. RANGEL. I have agreed to be available as soon as the recess is over. I have no problems at all, and my staff is here, and we have checked our resources, and if it didn't interfere with the members' schedule, there is absolutely no reason why we could not find some date in October whenever you want.

Mr. DYMALLY. I think a tentative date is October 14.

Mr. RANGEL. Is that a good date?

Mr. DYMALLY. I received a note from Mr. Hawkins yesterday. It is the day after a holiday, so it might give you time to travel. Thank you very much.

We are pleased to have our friend here, the chairman of the select committee, who has done an outstanding job in bringing to the attention of the American public in general and the Congress in particular the whole question of drug use in our country and was the manager of the Omnibus Drug Use Prevention Act, which I hope will be passed in the Senate and signed into law shortly. Mr. Rangel.

STATEMENT OF HON. CHARLES B. RANGEL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK AND CHAIRMAN OF THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

Mr. RANGEL. Mr. Chairman, let me thank you so much for inviting me to share my views with you. I hope the committee would allow me to enter my statement into the record.

Mr. DYMALLY. Without objection.

Mr. RANGEL. That will give me an opportunity to highlight it.

It is always good to see my friend, Congressman Fauntroy. Whenever I become despondent about the problems I am facing with 34 Congressmen and 2 Senators from my State, and see what you have to do here, then I know that God has been good to me.

I cannot think of any subject that is more important than what this committee has taken up today. It just shocks me that our national leaders, and more importantly our spiritual leaders, have not been prepared to take this issue as one that, as far as I am concerned, is far more threatening to us as a people and to our young people than any denial of constitutional and civil rights has ever been, because we are talking about, as you have said, God's work and the essence of life.

Ed Koch and I cochaired a calling of the ministers just last Sunday, and we had some 500 rabbis and clergymen come. We made a special appeal to them just laying out some of the things that were happening in the city and the Nation and appealed to them to come forward and join with us. This is not to say that the Baptist ministers have not consistently provided the leadership in my community and throughout the country, but I meant the organized national church institutions. Their silence has been deafening on this issue, and I don't understand it.

You know, any time you find some kid getting into a school and it is suspected that he or she is carrying the AIDS trait, you find the parents of that school mobilized against allowing their kids to go to school, or against allowing this one kid, who is tainted, to get into that school. And somehow, this brings out the politicians. It brings out the clergy people, and more often than not the school board backs down. I'm not prepared to take issue on that. My kids are out of that category, so it is easy for me to be sophisticated and courageous.

But what I don't understand is why we don't find that same moral outrage when we know that drugs are being sold in and outside of the schools; why we don't find parents willing to stand outside of those school doors to chase away these people that are selling the poison; and why today we find it so easy to accept the fact that when we go to graduations, instead of hearing the parents saying what they always have said, "Thank God, my kid graduated," or, "I hope to God my kid gets a job," their hopes and aspirations are that their kid was not doing drugs and won't do drugs. In other words, we are substituting everything we have known for generations in just hoping that even if the kid grows up to be a bum, that they don't do drugs.

When we start talking about our national security, just as Americans and as lawmakers, what could possibly be the first line of

protection than our children? We know the President and the Secretary is going to be passing out this handbook, and anything that Secretary Bennett would do as relates to helping our kids, you are not going to find any criticism from this Member. But how in God's name can this administration declare a war against drugs, and when we look at the frontline troops find that we are not giving a nickel to local and State law enforcement?

If you took all of our drug enforcement agents and put them together, that we have more policemen on Capitol Hill than they have drug enforcement agents. I mean they have 2,400 DEA agents, not for the District of Columbia, not for New York City where we have 25,000 policemen, but for the entire world this war is being conducted by 2,400 DEA agents.

Then when you can consider our kids that are supposed to be protected, and you take a look at the Federal budget in this war, and you find that we have $18 billion allocated for education, and you go through the papers to find out how much of that is there to protect our kids, and we find a lousy $3 million set aside for drug prevention and education. Or, you might say that we have these hotlines where the National Institute of Drug Abuse says, "Listen, if you have a problem, you call the hotline." Well, don't have a problem when you call, because more often than not you are going to be on hold. If you come from the city of New York, we have a 1,500-person waiting list for treatment, and so it is like going to the emergency room and getting a card asking you to come back later, and perhaps months later.

So, it just seems to me that when we start talking about war and we reduce by 40 percent the Federal contribution to treatment centers; when we find the Customs people talking about the borders like sand going through sieve; and that they are ready to attack all the countries that are corrupt but we find Caspar Weinberger that, with all of his sophisticated weaponry to protect the heavens, can't protect the Mexican-United States border, he can't protect Miami, New York, Boston; the question then becomes should the Congress, like a bull in a china closet, take the ball as we have done; gone crazy with death penalties and removal of these exclusion rules—these are things that we should not have done. But unfortunately, Mr. Chairman, it is because of the vacuum in leadership, the fact that we have no national strategy, that the House, as people say, is responding politically. I have never found that as an indictment that I would be willing to run away from, that we are responding to the will of the people; that the House of Representatives do something even if it is wrong.

So when you come together and talk about the kids in the Nation's Capital, I can't think of any subject matter that goes deeper to national security than the hearings that you are having today. I am 56 years old, and I have never seen a Communist outside of any of the schools in my district, and I know that they are a serious threat, but I haven't seen one since I have been to Korea, to be perfectly honest with you, and billions of dollars are going into this war to find them.

Whether we invade islands in the Caribbean, or support Contras to overthrow governments—I mean this is important for those who are talking about national security, but if indeed the Pentagon is

depending on minority kids to carry those weapons, we are saying to those who prefer to fight communism that our kids won't be ready, not only not to fight, but tragically, not to defend, and so I do hope that perhaps we can pull out the flag; that we can make an appeal to those things that the administration gets emotionally involved in, and perhaps conclude these hearings by saying if we cannot protect the kids in the Nation's Capital against the threat of the poison that is pouring across our borders, then, for God's sake, how can we go to other nations and give them hope for a free democracy and a free society?

I don't know whether or not this is the first time, Mr. Chairman, that we may be breaking the link of legacy that truly has allowed all of us to survive, and what is that? The fact that no matter how rough times have been for us that we know that our parents had a rougher road to travel, and that they left us an easier life. Since the beginning of this great Republic, this has kept the next generation going. It would be indeed tragic that with all of the new freedoms that have been left to us, that we find ourselves leaving to our kids a legacy full of fear of nuclear war, a destroyed environment, and a poison that our Nation has refused really to contain.

I am satisfied that we have moved in the right direction with our House-passed bill; that we give assistance to the State Department to help those countries that want to eradicate, and hope the President will provide the sanctions for those that ignore their bilateral and international agreements to eradicate narcotics. I'm satisfied that we give direction to the military and ask them to understand what former Chief Justice Warren Berger said, that the drug threat is a greater threat to our national security in his opinion, and mine as well, than communism, and to get the Department of Defense out there to do the job they are paid to do, and I am satisfied that we give assistance to local and State law enforcement, as well as prevention and education. But the most vital thing that we have in that bill is directing the Secretary of Education to assist our local school board elected officials in providing some education for our kids.

We are not saying there is a Federal way to do it. We are saying that there is a better way to do it. I don't know what we can expect in the Senate. I have every reason to suspect that they will provide a bill with not as much resources as we have in the House bill. I am confident that all of us will be participating with whomever is selected or appointed to be in conference.

Let me congratulate this committee because when the final book is written as to what contribution we played in life, I am convinced myself that if we can protect these kids against drugs and forget the education and the college-bound programs and the graduate degrees and the fact that we hope that they can become President, if we can get them past 18 and 21 without having them destroy their minds and bodies, it is tragic, but I would believe that we have made a tremendous success, and I thank you for this opportunity.

[The prepared statement of Mr. Rangel follows:]

STATEMENT OF THE

HONORABLE CHARLES B. RANGEL

CHAIRMAN

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

ON

DRUG ABUSE AND DRUG ABUSE PREVENTION

IN THE DISTRICT OF COLUMBIA'S SCHOOLS

BEFORE THE

SUBCOMMITTEE ON JUDICIARY AND EDUCATION

COMMITTEE ON THE DISTRICT OF COLUMBIA

SEPTEMBER 23, 1986

GOOD MORNING CHAIRMAN DYMALLY AND MEMBERS OF THE SUBCOMMITTEE ON JUDICIARY AND EDUCATION OF THE COMMITTEE ON THE DISTRICT OF COLUMBIA. I APPRECIATE THIS OPPORTUNITY TO TESTIFY BEFORE YOU ON THE SUBJECT OF DRUG USE AND PREVENTION IN THE DISTRICT OF COLUMBIA'S HIGH SCHOOLS AND COLLEGES.

HAVING REVIEWED THE AVAILABLE STATISTICAL DATA AND LISTENED TO WITNESSES FROM ACROSS THE COUNTRY, WHO HAVE TESTIFIED BEFORE THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL, I AM CONVINCED THAT DRUG ABUSE BY OUR SCHOOL AGE CHILDREN AND YOUTH, IN AND OUTSIDE OF SCHOOL, IS ONE OF THE MOST SERIOUS PROBLEMS CONFRONTING OUR NATION TODAY. WE ARE AT RISK OF LOSING A SIGNIFICANT PROPORTION OF OUR NEXT GENERATION TO DRUGS. YET, THERE ARE MANY PEOPLE WHO SEEM TO HOPE THAT BY DENYING THAT THERE IS A PROBLEM, THE PROBLEM WILL GO AWAY. THEREFORE, I COMMEND THIS SUBCOMMITTEE FOR CONSIDERING THE PROBLEM OF DRUG USE BY HIGH SCHOOL AND COLLEGE STUDENTS, AS IT RELATES TO THE DISTRICT OF COLUMBIA.

ACCORDING TO THE 1985 HIGH SCHOOL SENIOR SURVEY, CONDUCTED BY THE UNIVERSITY OF MICHIGAN AND SPONSORED BY THE NATIONAL INSTITUTE ON DRUG ABUSE (NIDA), ALMOST TWO-THIRDS OF THE HIGH SCHOOL SENIORS SURVEYED HAVE USED ILLICIT DRUGS. 54 PERCENT OF THE SENIORS REPORTED USING MARIJUANA/HASHISH, 18 PERCENT INHALANTS, 12 PERCENT HALLUCINOGENS, 26 PERCENT STIMULANTS, 12 PERCENT SEDATIVES, 12 PERCENT TRANQUILIZERS, AND 92 PERCENT ALCOHOL. MOREOVER, THE SURVEY INDICATED THAT COCAINE USE HAS

RISEN TO A NEW HIGH OF 17 PERCENT.

IN AND OF THEMSELVES THESE STATISTICS ARE DISTURBING. WHAT I FIND EVEN MORE ALARMING, HOWEVER, IS THE FACT THAT MANY STUDENTS DO NOT PERCEIVE DRUG USE TO BE A PROBLEM. THE SENIOR SURVEY REPORTS, FOR EXAMPLE, THAT MORE THAN 34 PERCENT OF SENIORS DO NOT FEEL THAT TRYING COCAINE IS DANGEROUS.

THE PROBLEM OF DRUG USE IN SCHOOLS DOES NOT END WITH THE HIGH SCHOOLS. STATISTICS ON COLLEGE STUDENTS, FROM A 1985 COLLEGE SURVEY SPONSORED BY NIDA, INDICATE THAT DRUG USE IS CLEARLY A PROBLEM AMONG COLLEGE STUDENTS. THE ANNUAL USE OF ANY ILLICIT DRUG AMONG COLLEGE STUDENTS WAS 46 PERCENT IN 1985. ALTHOUGH MARIJUANA USE DECLINED BETWEEN 1981 AND 1984, THAT DECLINE STOPPED IN 1985 AND ROSE TO AN ANNUAL USE LEVEL OF 41 PERCENT.

COCAINE USE HAS INCREASED ON THE COLLEGE CAMPUSES. NIDA REPORTS THAT THE ANNUAL PREVALENCE OF COCAINE USE BY COLLEGE STUDENTS HAS REACHED 17 PERCENT. THIS IS AN ALARMING FIGURE, BECAUSE ACTIVE USE OF COCAINE, UNLIKE OTHER DRUGS, RISES UNTIL ABOUT AGE 22, WHEN IT REACHES A PLATEAU.

THE SELECT COMMITTEE HAS ALSO FOUND THAT DRUG USE BY STUDENTS IS ASSOCIATED WITH A NUMBER OF OTHER YOUTH RELATED

CONCERNS. THE PROBLEMS OF DROPPING OUT OF SCHOOL, TEENAGE PREGNANCY AND YOUTH GANGS ARE ALL EXACERBATED, WHEN DRUG TRAFFICKING AND ABUSE ARE ALSO INVOLVED.

A RECENT REPORT ISSUED BY THE SELECT COMMITTEE ON DRUGS AND DROPOUTS CONCLUDES THAT ALL AVAILABLE EVIDENCE INDICATES A CLEAR ASSOCIATION BETWEEN DRUG USE AND DROPPING OUT OF SCHOOL. NATIONWIDE WE HAVE A HIGH SCHOOL DROPOUT RATE OF APPROXIMATELY 26 PERCENT. IN URBAN SCHOOL DISTRICTS THE DROPOUT RATE FOR MINORITY STUDENTS MAY EXCEED FIFTY PERCENT. THIS IS A SIGNIFICANT POPULATION, DIFFICULT TO REACH, AND GREATLY IN NEED OF SERVICES.

THE USE OF DRUGS BY PREGNANT TEENAGERS WORSENS AN ALREADY TRAGIC SITUATION. DRUG USE BY YOUNG WOMEN HAS BEEN INCREASING AT THE SAME TIME THAT THERE HAS BEEN AN INCREASE IN TEENAGE PREGNANCY. CONSEQUENTLY, MORE BABIES ARE BEING BORN ADDICTED TO DRUGS. THINKING ABOUT AN INFANT GOING THROUGH WITHDRAWAL UPSETS ME DEEPLY. YET, AS HEARTBREAKING AS THE STORIES OF BABIES GOING THROUGH WITHDRAWAL ARE, THIS MAY ONLY BE THE BEGINNING OF A GREATER TRAGEDY. MANY OF THESE BABIES WILL SUFFER FROM BEHAVIOR AND HEALTH PROBLEMS FOR THE REST OF THEIR LIVES.

TEENAGE GANGS HAVE TAKEN ON A NEW LIFE WITH THE INCREASE IN DRUG TRAFFICKING AND ABUSE. IN HEARINGS ACROSS THE COUNTRY, THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL HAS BEEN TOLD OF THE REEMERGENCE OF GANGS IN CITIES AND SUBURBS.

THESE GANGS ARE ENGAGED IN A WIDE RANGE OF NARCOTICS TRAFFICKING ACTIVITIES. SMALLER, LESS ORGANIZED GANGS MAY BE INVOLVED IN SELLING DRUGS AT THE STREET LEVEL. LARGER, MORE STRUCTURED GANGS MAY DEVELOP SPECIALIZED DISTRIBUTION METHODS AND ENGAGE IN THE SELLING OF A VARIETY OF DRUGS. IN CHICAGO, SEVERAL HIGHLY ORGANIZED, WELL-STRUCTURED GANGS ARE DEEPLY ENTRENCHED IN THE OPERATION OF LARGE-SCALE NARCOTICS NETWORKS. THE PROFITS EARNED FROM NARCOTICS PROVIDE A SIGNIFICANT SOURCE OF INCOME FOR MANY GANGS, ENABLING THEM TO FINANCE OTHER GANG ACTIVITIES.

THE DISTRICT OF COLUMBIA IS NO STRANGER TO THE PROBLEM OF DUGS IN THE SCHOOLS. THE SELECT COMMITTEE HAS RECEIVED ESTIMATES THAT 70 PERCENT OF D.C. HIGH SCHOOL STUDENTS, CITY-WIDE, HAVE USED DRUGS. STUDENTS AS YOUNG AS ELEVEN YEARS OLD ARE REPORTED TO BE DRUG USERS AND THIRD GRADERS HAVE BEEN INVOLVED IN THE SELLING OF DRUGS. MOREOVER, ACCORDING TO D.C. POLICE SOURCES, IN 1985, THERE WERE 833 ARRESTS OF D.C. HIGH SCHOOL AND JUNIOR HIGH SCHOOL STUDENTS FOR THE SALE AND DISTRIBUTION OF DRUGS.

THE PROBLEM OF DRUG ABUSE IN SCHOOLS, AT ALL LEVELS, IS

SERIOUS NATIONWIDE AND IN THE DISTRICT OF COLUMBIA. WHAT CAN BE DONE ABOUT THIS PROBLEM? DOES THE FEDERAL GOVERNMENT HAVE A RESPONSIBILITY TO ADDRESS THIS PROBLEM? AND, IF SO, WHAT CAN THEY DO? THESE ARE QUESTIONS THAT WE HAVE THE RESPONSIBILITY TO ANSWER.

EVIDENCE PRESENTED TO THE SELECT COMMITTEE INDICATES THAT TO BE EFFECTIVE DRUG PREVENTION EDUCATION MUST BEGIN IN KINDERGARTEN AND CONTINUE THROUGH GRADE 12. THAT IS, THE FOUNDATION OF DRUG EDUCATION MUST BE A COMPREHENSIVE CURRICULUM. DRUG EDUCATION MUST BE MADE AVAILABLE TO AND REQUIRED OF EVERY STUDENT, IN EVERY STATE. IT SHOULD BE MANDATORY FROM GRADES K-12.

LAW ENFORCEMENT OFFICIALS, INTERNATIONAL NARCOTICS CONTROL EXPERTS, AND DRUG ABUSE TREATMENT AND PREVENTION PROFESSIONALS HAVE REPEATEDLY TESTIFIED BEFORE THE SELECT COMMITTEE THAT COMPREHENSIVE DRUG PREVENTION EDUCATION IS CRITICAL, IF WE ARE TO WIN THE WAR ON DRUGS. ACROSS THE COUNTRY WE HAVE FOUND SUPPORT FOR THIS APPROACH.

THE STATISTICS INDICATE THAT DRUG ABUSE IS NOT ONLY A PROBLEM IN ELEMENTARY AND SECONDARY SCHOOLS, BUT IN THE COLLEGES AS WELL. THIS OBSERVATION UNDERSCORES THE NEED FOR COMPREHENSIVE DRUG ABUSE EDUCATION IN THE LOWER GRADES, SINCE

THIS IS WHEN THE PATTERN OF DRUG USE BEGINS FOR MANY STUDENTS AND BECAUSE IT IS EASIER TO INSTITUTE A MANDATORY DRUG EDUCATION PROGRAM AT THIS STAGE.

COMPREHENSIVE DRUG EDUCATION IN GRADES K-12 DOES NOT, HOWEVER, ELIMINATE THE NEED FOR DRUG PREVENTION EDUCATION ON THE COLLEGE AND UNIVERSITY CAMPUSES. COLLEGE AND UNIVERSITY ADMINISTRATORS SHOULD BE URGED TO INSTITUTE DRUG AWARENESS PROGRAMS.

I DO NOT BELIEVE THAT THREATENING OUR COLLEGES AND UNIVERSITIES WITH A LOSS OF FEDERAL FUNDS IF THEY DO NOT DEVELOP SUCH PROGRAMS, ADDRESSES THE PROBLEM. SUCH A PUNITIVE APPROACH WOULD ONLY DISCRIMINATE AGAINST THOSE INSTITUTIONS MOST IN NEED OF ASSISTANCE, NOT FORCE THOSE WITH A SERIOUS DRUG PROBLEM TO CONFRONT THAT PROBLEM. RATHER, POSITIVE INCENTIVES SHOULD BE DEVELOPED TO ENCOURAGE CREATIVE ANTI-DRUG EFFORTS ON THE CAMPUSES.

DOES THE FEDERAL GOVERNMENT HAVE A ROLE IN THE IMPLEMENTATION OF A NATIONAL COMPREHENSIVE DRUG PREVENTION EDUCATION INITIATIVE? I STRONGLY BELIEVE THAT IT DOES. IT CAN PROVIDE THE LEADERSHIP THAT STATE AND LOCAL JURISDICTIONS CANNOT. IT CAN DISTRIBUTE INFORMATION ON EFFECTIVE PROGRAMS AND PROVIDE NEEDED ASSISTANCE TO STATES AND LOCALITIES TO ENSURE

THAT COMPREHENSIVE DRUG EDUCATION PREVENTION PROGRAMS ARE AVAILABLE TO ALL STUDENTS.

TO DATE, HOWEVER, THE FEDERAL GOVERNMENT, SPECIFICALLY THE DEPARTMENT OF EDUCATION, HAS ABROGATED ITS RESPONSIBILITY IN THE AREA OF DRUG ABUSE PREVENTION EDUCATION. THE DEPARTMENT OF EDUCATION ALLOCATES ONLY $3 MILLION OF ITS $18 BILLION BUDGET TO DRUG ABUSE EDUCATION.

MOREOVER, WHEN EDUCATION SECRETARY BENNETT APPEARED BEFORE THE SELECT COMMITTEE IN MAY OF THIS YEAR, HE STATED THAT THE POSITION OF THE ADMINISTRATION ON STUDENT DRUG USE WAS "ZERO TOLERANCE" AND THAT USERS AND PUSHERS SHOULD BE "KICKED OUT OF SCHOOL." YET, HE OPPOSED ANY FEDERAL INITIATIVE IN THE AREA OF DRUG EDUCATION ON THE GROUNDS THAT HIS DEPARTMENT HAD NOT IDENTIFIED A DRUG EDUCATION PROGRAM THAT WORKS.

RECENTLY, IT SEEMS, THE ADMINISTRATION HAS RECOGNIZED THAT THIS POSITION IS SIMPLY UNACCEPTABLE. THEY COULD NO LONGER ARGUE CREDIBLY THAT ULTIMATE VICTORY OVER DRUG ABUSE WILL ONLY COME ABOUT WHEN WE "TAKE THE USERS AWAY FROM DRUGS" AND, AT THE SAME TIME, PROVIDE NO FUNDING FOR DRUG ABUSE EDUCATION. THE PRESIDENT HAS RECOMMENDED THAT $100 MILLION BE PROVIDED FOR DRUG ABUSE PREVENTION EDUCATION.

FURTHERMORE, LAST WEEK, THE SECRETARY OF EDUCATION ISSUED A BOOKLET, ENTITLED SCHOOLS WITHOUT DRUGS. WHILE IT PROVIDES SOME USEFUL INFORMATION, ONE BOOKLET WILL DOES NOT FULFILL FEDERAL RESPONSIBILITY FOR DRUG ABUSE EDUCATION AND PREVENTION.

I AM GLAD TO SEE THAT THE ADMINISTRATION IS BEGINNING TO MOVE FROM ANTI-DRUG ABUSE RHETORIC TO ACTION. THEIR RESPONSE TO DRUG ABUSE BY OUR STUDENTS AND THEIR PROPOSED INITIATIVES TO ADDRESS THIS PROBLEM ARE, UNFORTUNATELY, TOO LITTLE TOO SLOWLY.

IN CONTRAST, THE DRUG PREVENTION EDUCATION PROVISIONS OF H.R. 5484, THE "OMNIBUS DRUG ENFORCEMENT, EDUCATION, AND CONTROL ACT OF 1986" WHICH THE HOUSE PASSED ON SEPTEMBER LL, BETTER ADDRESS THE DRUG ABUSE EDUCATION NEEDS OF THE NATION AND MORE ADEQUATELY FULFILL FEDERAL RESPONSIBILITY IN THIS AREA.

H.R. 5484 AUTHORIZES $350 MILLION, ANNUALLY FOR FISCAL YEARS 1987, 1988, 1989, FOR A VARIETY OF FEDERAL OR FEDERALLY-SUPPORTED DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS. THIS IS A SIGNIFICANT INCREASE FROM $3 MILLION CURRENT EXPENDITURE LEVEL AND EVEN THE $100 MILLION PROPOSED BY THE PRESIDENT.

SPECIFICALLY, UNDER H.R. 5484, IN ANY ONE FISCAL YEAR, THE SECRETARY OF EDUCATION IS REQUIRED TO RESERVE 17 PERCENT FOR

NATIONAL PROGRAMS AND CERTAIN OTHER PURPOSES. OF THIS MONEY, FIVE PERCENT IS SET ASIDE FOR NATIONAL EFFORTS. TEN PERCENT OF THE TOTAL FUNDS IS SET ASIDE FOR COMPETITIVE GRANTS TO INSTITUTIONS OF HIGHER EDUCATION.

THE REMAINDER IS TO BE ALLOTTED TO STATES TO ESTABLISH AND IMPROVE STATE AND LOCAL DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS. EACH STATE'S ALLOTMENT IS BASED ON THE RELATIVE SCHOOL-AGE POPULATION OF THE STATE EXCEPT THAT NO STATE WILL RECEIVE AN AMOUNT LEES THAN .5 PERCENT OF THE TOTAL AMOUNT AVAILABLE FOR ALL STATES.

STATES MUST RESERVE 10 PERCENT OF THEIR AWARDS FOR STATE ACTIVITIES, INCLUDING:

-DEVELOPMENT AND IMPLEMENTATION OF MODEL DRUG ABUSE EDUCATION CURRICULA FOR ELEMENTARY AND SECONDARY SCHOOLS;

-DEMONSTRATION PROJECTS;

-IN-SERVICE AND PRE-SERVICE TRAINING IN DRUG EDUCATION;

-TECHNICAL ASSISTANCE.

EACH STATE MUST RESERVE AN ADDITIONAL AMOUNT, CONSISTENT

WITH THE NUMBER OF SCHOOL DROPOUTS IN THE STATE, FOR GRANTS AND CONTRACTS TO COMMUNITY-BASED ORGANIZATIONS FOR DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS FOR SCHOOL DROPOUTS AND FOR PROGRAMS FOR SCHOOL-AGE CHILDREN AFTER SCHOOL HOURS AND DURING SUMMER VACATION AND OTHER PERIODS OF NONATTENDANCE.

THE REMAINDER OF THE FEDERAL ALLOTMENT TO THE STATES IS FOR GRANTS TO LOCAL EDUCATION AGENCIES, INTERMEDIATE EDUCATIONAL AGENCIES, AND CONSORTIA.

THE DRUG EDUCATION PROVISIONS OF H.R. 5484 PROVIDE A COMPREHENSIVE APPROACH TO DRUG ABUSE PREVENTION EDUCATION. THEY PROVIDE FOR FEDERAL, STATE, AND LOCAL INITIATIVES. ASSISTANCE IS AVAILABLE FOR DRUG EDUCATION IN THE ELEMENTARY AND SECONDARY SCHOOLS, BUT ALSO IN THE COLLEGES AND UNIVERSITY. MOREOVER, THE LEGISLATION ALSO PROVIDES FUNDS FOR COMMUNITY PROGRAMS TO REACH YOUTHS NOT IN SCHOOL.

DRUG PREVENTION EDUCATION, ALONE, CANNOT SOLVE OUR NATIONAL DRUG CRISIS. BUT IT IS A CRITICAL COMPONENT OF AN EFFECTIVE ANTI-DRUG STRATEGY.

AT THE PRESENT TIME, THERE ARE 45.3 MILLION CHILDREN ENROLLED IN PUBLIC AND PRIVATE ELEMENTARY AND SECONDARY SCHOOLS AND 12.2 MILLION ENROLLED IN HIGHER EDUCATION. THE PER STUDENT

COST OF THE $350 MILLION PROPOSED FOR DRUG EDUCATION PER YEAR WOULD BE $6.09. I DO NOT BELIEVE THAT THIS IS TOO HIGH A PRICE TO PAY. THE COST OF NOT MAKING THIS INVESTMENT WILL NOT ONLY BE BILLIONS OF DOLLARS, BUT THE LOSS OF A GENERATION OF YOUNG PEOPLE.

Mr. DYMALLY. Mr. Chairman, we are not going to burden you with a lot of questions, because your views are known. Your leadership is felt all over the country. But you answered one of my questions about the Senate. What is your feel about the White House response to our omnibus bill.

Mr. RANGEL. The White House has not responded. They have indicated that they are prepared to raise $900 million, and this money is to go into education, and perhaps prevention. What they are doing is trying to take it away from the health programs that are designed to assist the aged and the poor.

I am convinced that since one-third of the Senate is running for reelection that they are going to reject that, but there will be a program coming out of the Senate. It has been promised by Senator Dole, and we are working in a very bipartisan way with them. They are on the right track. Their problem is one of dedicating money to resolve the problem.

Mr. DYMALLY. Mr. Fauntroy.

Mr. FAUNTROY. Thank you, Mr. Chairman. Chairman Rangel, let me say first that as a member of your Select Committee on Narcotics Abuse and Control, as a member of the Congressional Black Caucus, as a Member of this Congress that supported your bill on the floor of the House, and as a father and pastor who shares with millions of Americans your desire to come to grips with this problem, as all of those things, I was offended when I learned that the President of the United States, at his White House announcement of the feeble program you have outlined here, you were not accorded the respect due you as chairman of the House Select Committee on Narcotics Abuse and Control.

I was offended, but after listening to you, I think I understand. I think that the President was wise not to allow the press of this Nation to question you as to what you thought of the program and what we in the House under your leadership were shaping, because it would have exposed to the people of this country what you have shared with these witnesses here and with the people of the District of Columbia.

I only hope and wish that somehow what you have had to say here is made available to all the people of this country, and I just want to salute you for your honor and your courage, your wisdom and your tenacity in giving the leadership that this Nation needs on this very critical subject.

I thought you might just share one bit of information with the public, and that is the omnibus drug bill for education and prevention which you have shaped and which we in the Congress have endorsed, does allocate funds that are not shifted from other desperately needy programs. How much are we making available through your program?

Mr. RANGEL. Under H.R. 5484, $350 million is authorized annually for fiscal years 1987, 1988, and 1989, and in addition to that, the Secretary of Education is required to set aside 5 percent to make certain we have a national effort; that is, instead of just saying, "Do your thing," that we can take advantage of the best educators and psychologists and determine what is going on in Los Angeles, what is working in New York or the District of Columbia, to have these programs available for those schools or for those communities

that would want to opt in, and then we have 10 percent of the total funds set aside for competitive grants to higher education.

We had a big floor fight, but I think it became abundantly clear that you can't deal with the problem and miss any of our school population. We have to start from kindergarten to higher education.

Mr. FAUNTROY. I want to thank you for that information because it does make clear to the country why they must support the House-passed measure and see to it that the President, who tried to hide it from the Nation by denying you a seat at the White House, that what we have here is a comparison between $3 million being spent across the country, about $60,000 a State, and $350 million or about $70 million a State. I am sure that our own district officials and those around the country looking at the differences would certainly know that for the war that we must conduct, the kind of resources that you have proposed and that the House of Representatives has endorsed is what we need to address this problem. Thank you very much.

Mr. RANGEL. Congressman, let me say this. It sounds facetious to say, but we are saving money. Forget the lives that are involved, and if you can ask our chief of police that is here as to what costs in dollar and cents that he has to deal with at U and 14th; if you can ask our judicial system what it costs; if you can really go into the cost of those prisons, which are directly related to drug abuse—but let me tell you one tragic story as I leave, because the horrors never, never end.

In making a casual tour of my public hospital, I go by the prenatal ward that they have, and they tell me that a group of kids have been set aside because these infants had been born to mothers that had abused drugs. But when I looked and I saw 50, 60, 70 kids, and the kids didn't look like they were 1 or 2 weeks old, I questioned as to how long have they been there. They said, "Well, we have got one kid that has been here almost a year. Some have been here 10 months. Some have been here 6 months."

I can understand how parents who are not responsible that the city is not prepared to give them the kids, but we always had a backup system called the foster care system, and whenever a kid had no place to go we had parents that, for $250 a month, had been willing to open up their hearts and their homes to allow a child to come in. In this instance there is a backup in kids because parents in the city of New York believe that there is a direct relationship between AIDS and drug abuse; not that there is on relation. There is no relationship to crack and cocaine. There is a definite relationship to I.V. heroine use.

But mothers don't want to hear about that. All they know is that there is a relationship, and they don't want those kids from that ward in their homes. Do you know how much it costs to keep one kid in my Harlem hospital for 1 day?—$500 a day.

Now, I hope that this isn't happening around the country, but it just seems to me it makes good common sense for the administration to get hold of this problem because crack mothers and cocaine addicted mothers are giving birth every day, and if it reaches the point that there is no place for them to go except public institutions, we are paying for it, and paying very dearly.

Last, what I did know, but you probably do know, is that these kids are going to be retarded. I would say is it the drugs that makes them retarded? No. The kids have to be picked up, fondled and caressed in order to have normal brain development. The nurses really don't have the time. There is no one else to pick them up, so in addition to having a child that no one wants, we are going to find a person that will not be effectively mentally developed.

So when we talk about $2.2 billion program, I think we are talking about cost saving today for a heck of a lot of savings down the road.

Mr. DYMALLY. As a personal comment, Mr. Chairman, you know I serve on the Foreign Affairs Committee, and there is very little or no bacon to take home. After having worked on the drug bill in the Education Committee, I felt a sense of worthwhileness. As a former teacher, I felt that it has taken me about 6 years to find the bathroom around here, and I finally found it in my small contribution to that drug bill, and I felt a sense of relief that at least I had made a contribution to my district by contributing to this drug bill.

So I thank you and Chairman Hawkins and everyone else for this significant piece of legislation.

Mr. RANGEL. Thank you for giving me this opportunity.

Mr. DYMALLY. We will now hear from the chairman of the D.C. City Council, Mr. David Clarke, and Mr. Thomas Downs, city administrator, deputy mayor for operations. That is panel No. 1.

STATEMENT OF THOMAS DOWNS, CITY ADMINISTRATOR, DEPUTY MAYOR FOR OPERATIONS, D.C. GOVERNMENT, AND DAVID A. CLARKE, CHAIRMAN, D.C. COUNCIL

STATEMENT OF THOMAS DOWNS

Mr. DOWNS. Thank you, Mr. Chairman. It is my pleasure to appear before you this morning on behalf of the Mayor. I have a prepared statement. I would like to enter it for the record.

Mr. DYMALLY. Without objection, it is so ordered.

Mr. DOWNS. It is hard to follow such an eloquent and heart-felt presentation except to in some respects echo it. The District of Columbia has been dealing with this problem for over 4 years now. We have dealt with it as best we can. We deal with the end of a pipeline that stretches around the world. We deal with the broken bodies, the broken spirit, the broken families that are generated by a tale of unimaginable horrors generated by this traffic.

I'm not going to spend a lot of time talking about those statistics. Chief Turner can list those for you. Dr. Mitchell can give you the statistics on what is happening with individuals, youth, and families, the corrosive influence that this entire traffic is having on the fabric of our society and our community, our schools, our churches, the fact that it is dividing families, it is killing children; that there does not seem to be an end to this process.

I asked the chief recently how much money he thought the police department, for instance, was dedicating out of its budget to the problems of drugs. He said at least $60 million a year of the police department's budget goes to drug problems. Probably at least $30 million of our prison system funds go to drugs. I couldn't tell you how much of the schools' funds go to drug-related problems.

We are probably over 150 million dollars' worth of the taxpayers' funds that are tied up in various programs to deal with drugs and drug abuse, substance abuse within the District. It is not a lack of community willingness, council willingness, political willingness to deal with these issues. We are frustrated, though, by the fact that our boundaries are limited to the 66 square miles, and that this is a problem of not only national, but international import.

To try and deal with as many of the problems as we can locally. The Mayor has directed the police department and the D.C. Department of Human Services to put in place several programs. I want to just highlight them very briefly because I think some of them are potentially models for other kinds of programs.

We decided that if the major criminal in the community was a drug dealer, that we may as well put a bounty on drug dealers. We have a program now that will pay up to $25,000 bounty on the successful prosecution of a drug dealer. We have posters to that effect, and put that out in the community as widely as we can. We guarantee anonymity. We guarantee anonymity from the time you turn in the tip to the time that you are given the funds.

The police department is doing a massive outreach to work with PTA's and parent support groups within each of the schools through both the narcotics branch and the District vice officers, and educating parents about what drug abuse looks like in their children, what the symptoms are, how to detect it, how to get counseling, how to get care, how to relate to the school.

We have also tried through the police department to actively involve youth in the schools in the Drug Buster Program and to make them honorary busters through both the Officer Friendly Program, again using District officers working both with the schools during the regular school year and then with the D.C. Department of Recreation. For every single recreation program that is set up during the summer months, a drug awareness booth is set up, and we actively search out ways of putting children in contact with those programs.

In several neighborhoods this last summer, we experimented with a program called Operation Cinema where we would provide at neighborhood community recreation centers a free movie for the community on the condition that you bring your family, you bring your guardian or parent, and as a part of that movie you get some drug education. You try and get as much exposure in the community to the corrosive effects of these as you can possibly get.

We just recently opened, to show you the cost of drug abuse within the community, a 20-bed PCP detox ward at D.C. General Hospital through the D.C. Department of Human Services in ADASA. Ten of those beds are targeted for youth. Those beds, on a contract basis with D.C. General, will cost about $1.1 million a year to operate, or almost $100,000 a month for those 20 beds to take the drugs out of the system of people who have just burnt themselves down with drugs.

We have two mobile vans now, drug mobiles for prevention and education and health promotion at the schools and the recreation centers. We are as well, with our limited legal framework in the District, attacking the availability of drugs in the Capital head on as we can. Recently, the chief, at the Mayor's direction, turned lose

200 police officers almost around the clock on massive cleanups of drug trafficking and street trafficking in the District.

The chief will go through the arrest statistics, and they are staggering, and the forfeiture statistics, and they are staggering. We think that is going to have some effect on local street traffic, but the end result will not be what we want and you want until there is some resolve at the national level to shut off the flow.

In addition, the Mayor has proposed to the council an emergency act on civil forfeiture to make sure that everybody understands that even on misdemeanor drug sales and possessions, if you are using your automobile to frequent an area where drugs are sold, your automobile will be forfeited as another kind of penalty to get at how society does not any longer value even recreational use of drugs.

The voluntary cooperation we get in the regions from other police departments and enforcement agencies is excellent. We get the most outstanding cooperation imaginable with the schools on drug education programs and the relationship with both ADASA and the police department and the cooperation with the juvenile court system is also excellent on both referrals and early notification.

We also have, as ADASA will show later, a problem not only with the standard definition of drugs, but also to some extent with alcohol abuse among youngsters in our school system, and are trying to fashion a comprehensive program that will deal with that.

The frustration that the Mayor has voiced, time and again, is that he hopes now that there is apparently a concerted and intense national focus on this issue; that the national responsibilities in this area will stand clearly at the forefront of the debate; and while money will help in terms of programs, because it always does, our financial commitments far exceed right now anything that the Federal Government could put into our treasury.

We need drugs shut off. We need them shut off in airports, in ports, in ships. We need them shut off earlier, and not just shut off at 14th and U. When the citizens in the city of Bogota can declare war on the citizens of the city of Washington, DC, and the National Government sit by idly without taking economic sanctions against those countries that knowingly and willingly supply an immensely lucrative international trade, then we have no recourse except to fight what seems to be an endless and futile battle against drugs that are as cheap on the street as water, against drugs that are knowingly let into the country without much national response except to say that somehow the resources are never there.

We are spending resources. We are spending our citizens' and taxpayers' dollars to meet this challenge. We think that the National Government can expend funds in a fashion that meets the local needs as well, and that is to shut this stuff off. Thank you, Mr. Chairman.

[The prepared statement of Mr. Downs follows:]

STATEMENT

OF

THOMAS M. DOWNS

CITY ADMINISTRATOR/DEPUTY MAYOR FOR OPERATIONS

BEFORE

THE

SUBCOMMITTEE ON JUDICIARY AND EDUCATION

COMMITTEE ON THE DISTRICT OF COLUMBIA

SEPTEMBER 23, 1986

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I AM PLEASED TO PRESENT TESTIMONY, ON BEHALF OF MAYOR MARION BARRY, JR., CONCERNING THE NATURE AND DEGREE OF DRUG PROBLEMS AMONG STUDENTS IN SECONDARY AND POSTSECONDARY EDUCATION INSTITUTIONS IN THE DISTRICT OF COLUMBIA.

ILLICIT DRUGS ARE NOT ONLY THREATENING THE HEALTH AND SAFETY OF OUR CITY, BUT THE ENTIRE COUNTRY. THE PROBLEM CONTINUES TO ESCALATE SUBSTANTIALLY AND HAS REACHED EPIDEMIC PROPORTIONS. DRUG PROFITS HAVE A DEVASTATING EFFECT ON OUR SOCIETY AND ECONOMY. THE ENORMOUS PROFITS AVAILABLE MAKE DRUG TRAFFICKING AN ATTRACTIVE VENTURE, WHICH SOME PEOPLE BELIEVE IS WORTH THE RISKS. RECENT SURVEYS INDICATE THAT DRUGS ARE BEING DEALT AS FREELY AS STOCKS AND BONDS ON WALL STREET. PCP IS PURCHASED MOST FREQUENTLY, FOLLOWED BY COCAINE, MARIJUANA, AND HEROIN.

MR. CHAIRMAN, JUST LAST YEAR THE SUBCOMMITTEE ON FISCAL AFFAIRS AND HEALTH HELD A HEARING ON "DRUG TRAFFICKING IN THE

WASHINGTON METROPOLITAN AREA". TESTIMONY DURING THAT HEARING CLEARLY SHOWED THAT DRUGS IN THE WASHINGTON METROPOLITAN AREA ARE A MAJOR PROBLEM. THE MAYOR HAS OFTEN SAID THAT THESE ILLICIT DRUGS ARE NOT GROWN IN THE DISTRICT. THEY ARE MANUFACTURED ELSEWHERE AND SOLD HERE. THUS, MAYOR BARRY HAS INITIATED A NUMBER OF ACTIONS TO STEP UP THE WAR ON DRUGS.

UNDER POLICE AND CITIZENS TOGETHER THE DISTRICT HAS INITIATED AN EFFORT TO INCREASE THE PUBLIC'S AWARENESS OF DRUG PROBLEMS THROUGH DRUG BUSTERS AND THE PARENTS AND TEACHERS ASSOCIATION AGAINST DRUGS. IN ADDITION, THE DRUG DEALER REWARD PROGRAM WAS INITIATED TO ENCOURAGE CITIZENS TO PROVIDE INFORMATION LEADING TO THE ARREST AND INDICTMENT OF DRUG DEALERS.

WITH REGARD TO YOUNG PEOPLE, THE ALCOHOL AND DRUG ABUSE SERVICES ADMINISTRATION (ADASA), OF THE DEPARTMENT OF HUMAN SERVICES, IS WORKING WITH THE D.C. PUBLIC SCHOOLS TO INITIATE AN IN-SCHOOL PEER-COUNSELING, DRUG EDUCATION AND REFERRAL PROGRAM.

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THE DISTRICT RECENTLY OPENED A PCP DETOXIFICATION UNIT AT D.C. GENERAL HOSPITAL WITH 20 BEDS, OF WHICH 10 ARE RESERVED FOR YOUTH.

THE CITY NOW HAS TWO MOBILE VANS CALLED DRUGMOBILES WHICH ARE USED FOR PRVENTION, EDUCATION AND HEALTH PROMOTION AT SCHOOLS AND RECREATION CENTERS.

HOWEVER, THE MAYOR HAS STATED THAT THE DISTRICT NEEDS TO GO BEYOND DRUG EDUCATION, REHABILITATION, AND TIPS FROM THE PUBLIC ON DRUG DEALERS. WE NEED TO ATTACK THE AVAILABILITY OF DRUGS IN OUR NATION'S CAPITAL HEADON. WITH THAT IN MIND, MAYOR BARRY DIRECTED CHIEF MAURICE TURNER TO DESIGN A COMPREHENSIVE STRATEGY TO COMBAT STREET-LEVEL DRUG TRAFFICKING AND THUS INTERRUPT THE SUPPLY OF DRUGS ON THE STREET AS OFTEN AS POSSIBLE.

A CONTINGENT OF OVER 200 POLICE OFFICERS WAS ASSEMBLED AND BEGAN CONDUCTING SIMULTANEOUS DRUG ENFORCEMENT OPERATIONS ON AUGUST 31. BOTH HIGH-VISIBILITY PATROLS OF UNIFORMED

OFFICERS AND UNDERCOVER ENFORCEMENT TACTICS HAVE BEEN EMPLOYED. OFFICERS ASSIGNED TO THE SPECIAL OPERATIONS DIVISION AND MORALS DIVISION, PARTICULARLY THE NARCOTICS TASK FORCE, HAVE SUPPLEMENTED POLICE DISTRICT PERSONNEL. ALL COMPONENTS OF THE LOCAL CRIMINAL JUSTICE SYSTEM WERE ALERTED ABOUT THE ANTICIPATED IMPACT OF INCREASED NUMBER OF ARRESTS TO BE EXPECTED. THIS SPECIAL DRUG ENFORCEMENT EFFORT, CALLED "OPERATION CLEAN SWEEP", IS DESIGNED TO DISPLAY OUR CONSTANT AND TIRELESS COMMITMENT TO MAKING OUR STREETS SAFE. LATER, YOU WILL HEAR TESTIMONY FROM CHIEF TURNER CONCERNING THE METROPOLITAN POLICE DEPARTMENT'S EFFORTS TO FIGHT THE DRUG PROBLEM. HIS ARREST STATISTICS, ESPECIALLY CONCERNING YOUNG PEOPLE UNDER AGE 18, ARE FRIGHTENING.

YESTERDAY, MAYOR BARRY SENT PROPOSED EMERGENCY AND PERMANENT LEGISLATION TO THE CITY COUNCIL DESIGNED TO STEP UP THE PRESSURE ON DRUG USERS AND PUSHERS. THE "CIVIL FORFEITURES AMENDMENTS ACT EMERGENCY ACT OF 1986" IS DESIGNED TO:

. HOLD OWNERS OF VEHICLES AND OTHER CONVEYANCES TO A STRICTER BURDEN OF PROOF OF INNOCENT OWNERSHIP THAN THAT IMPOSED BY THE CURRENT STATUTE WHEN THEIR VEHICLES ARE USED BY OTHERS TO FACILITATE VIOLATIONS OF DRUG ABUSE LAWS; AND TO

2. CHANGE EXISTING LAW TO ALLOW FORFEITURE OF VEHICLES AND OTHER CONVEYANCES USED IN VIOLATION OF THE MISDEMEANOR POSSESSION PROVISION OF THE CONTROLLED SUBSTANCES ACT, D.C. CODE SEC. 33-541(D).

AT PRESENT, DUE TO RESTRICTIONS IN THE LOCAL LAW, THE POLICE DEPARTMENT IS OBLIGED TO RELY ON THE VOLUNTARY COOPERATION OF FEDERAL AUTHORITIES TO SEIZE VEHICLES USED IN THE VOILATION OF THE MISDEMEANOR POSSESSION PROVISION OF THE CONTROLLED SUBSTANCES ACT. THE AMENDMENTS PROPOSED BY THE MAYOR ARE NECESSARY TO ENABLE THE DISTRICT TO FULLY UTILIZE ITS LOCAL FORFEITURE STATUTE IN SUPPORT OF A COMPREHENSIVE AND CONSISTENT LOCAL EFFORT TO COMBAT DRUG USE IN THE DISTRICT OF COLUMBIA.

IN ADDITION, A GREAT DEAL OF ATTENTION HAS BEEN FOCUSED ON ILLEGAL DRUGS, SUCH AS PCP, HEROIN, AND COCAINE. HOWEVER, A LEGAL DRUG, ALCOHOL, IS ALSO A PROBLEM, ESPECIALLY AMONG YOUNG PEOPLE. EARLIER THIS MONTH, MAYOR BARRY SUBMITTED PROPOSED LEGISLATION TO THE COUNCIL WHICH WOULD RAISE THE LEGAL DRINKING AGE IN THE DISTRICT FROM 18 TO 21, EFFECTIVE OCTOBER 1, 1986. IN AN EFFORT TO REACH A COMPROMISE WITH COUNCILMEMBERS, AN AMENDMENT WAS SUBMITTED YESTERDAY WHICH WOULD INCREASE THE DRINKING AGE TO 21 AND GRANDFATHER IN ALL PERSONS 18 YEARS OF AGE OR OLDER. WE ARE HOPEFUL THAT THE COUNCIL WILL APPROVE THIS LEGISLATION TONIGHT AT ITS LEGISLATIVE MEETING.

MR. CHAIRMAN, YOUR LETTER OF INVITATION TO THE MAYOR CONCERNING THIS HEARING ALSO WANTED TO KNOW IF THERE NEEDS TO BE AN INCREASED FEDERAL AND LOCAL GOVERNMENT RESPONSE TO THE DRUG PROBLEM. THE ANSWER IS YES. LOCALLY, THE DISTRICT IS DOING ALL IT CAN. I WOULD ADD THAT THE MAYOR HAS CONTINUALLY

EXPRESSED THE NEED FOR A STRONG METROPOLITAN TASK FORCE COMPOSED OF DISTRICT, FEDERAL, AND SUBURBAN LAW ENFORCEMENT PERSONNEL. FINALLY, THE FEDERAL GOVERNMENT NEEDS TO DO MORE TO PREVENT DRUGS FROM ENTERING THE COUNTRY.

EARLIER THIS MONTH, THE HOUSE PASSED H.R. 5484, WHICH AUTHORIZES $6 BILLION TO COMBAT DRUG TRAFFICKING AND DISCOURAGE THE USE OF ILLEGAL DRUGS. ALTHOUGH THE LEGISLATION DOES PRESENT SOME PROBLEMS, IT WILL CERTAINLY HELP. MAYOR BARRY IS PARTICULARLY PLEASED ABOUT REP. RANGEL'S AMENDMENT WHICH INCREASED BY $1 BILLION THE AUTHORIZATION FOR GRANTS FOR STATE AND LOCALLAW ENFORCEMENT, TO REDUCE THE STATE AND LOCAL MATCHING REQUIREMENT FROM 50 PERCENT TO 10 PERCENT, AND TO PERMIT THE FUNDS TO BE USED FOR NON-FEDERAL PRISON CONSTRUCTION.

MR. CHAIRMAN, THE DISTRICT OF COLUMBIA GOVERNMENT IS MAKING EVERY EFFORT TO COMBAT THE DRUG PROBLEM IN OUR CITY, ESPECIALLY IN OUR SCHOOLS. BUT THE EFFORT CAN ONLY BE

SUCCESSFUL IF WE HAVE A SIMILAR EFFORT FROM SURROUNDING JURISDICTIONS AND THE FEDERAL GOVERNMENT. DRUG EDUCATION, PEER-COUNSELING, HEALTH PROMOTION AND A STRONG ENFORCEMENT EFFORT ARE REQUIRED BEFORE WE CAN ELIMINATE OUR NATION'S DRUG PROBLEMS.

Mr. FAUNTROY [presiding]. Thank you, Mr. Downs. Chairman Clarke.

STATEMENT OF DAVID A. CLARKE

Mr. CLARKE. Thank you very much, Congressman Fauntroy and members of the subcommittee. It is a pleasure to appear before you this morning to discuss the important topic of drug use and its prevention in high schools and colleges in the District of Columbia. Both as a parent and an elected official, I can think of no greater challenge facing the District of Columbia than to combat drug abuse and the devastation that accompanies it. The problem of drug abuse is even more critical when it relates to our young people. Our young people are our future. We cannot stand by and permit drugs and those who peddle them to rob us of that future.

In recognizing the need to attack this problem, I believe that the District government's response has been one of uniform concern and willingness to act. I think all branches of our government are committed to doing the utmost to address this serious problem. As for the council's action in this area, we have taken a three-pronged approach.

First, we have exercised our legislative authority and have created a strong drug law for the District. Prior to the enactment of the District's Uniform Controlled Substances Act, our laws were inadequate. Under the old laws, no distinction was drawn between the sale of a drug as opposed to possession. Nor was any distinction drawn as to the type of drug involved in an illegal transaction. As a result, the sale of heroin to a minor was treated the same as possession of a small amount of cold medicine for which one needed a prescription but didn't have one, and even more shocking was the fact that both offenses were misdemeanors.

Recognizing that the lack of an adequate drug law was one of the most serious gaps in local law, the council undertook and completed a comprehensive revision of our drug statutes. Under the law enacted by the council, felony penalties were established for the sale, manufacture, and possession with intent to distribute a controlled substance. In addition, drugs were separated into five different schedules according to the seriousness of the drug and the penalties were structured on the basis of the drug involved.

The new law established a mechanism whereby new drugs could be added to the law, thus enhancing the government's ability to address new types and derivations of drugs as they are developed. Moreover, a comprehensive regulatory scheme was adopted to prevent the diversion of legitimate drugs into the illegal market.

Prior to the adoption of this law, the majority of the District's drug cases were tried in Federal court under Federal law. Since the enactment of the new law, most of the cases are now tried in our local courts. Last year alone, there were more than 9,000 arrests under the local law.

In creating the new law, the council was primarily mindful of the need to add special protections for minors. The council established special penalties for any person over 21 who distributes a controlled substance to a person who is under 18 years of age. In such a case, the law provides that the offender is to be subject to

twice the penalty prescribed for the offense. Additional penalties were also added for any person over 21 who uses, hires, or encourages a person under 18 years of age to sell or distribute a controlled substance. For a first offense of this nature, the offender would be liable for an additional penalty of up to 10 years imprisonment and a $10,000 fine. Double penalties were added for subsequent offenses.

In addition to the criminal sanctions contained in the law, the council also mandated that drug education programs to be instituted. Specifically, the law requires the Mayor to cooperate with the D.C. Board of Education in preparing education programs for schoolchildren with the purpose of preventing their abuse of controlled substances. The second approach that the council has taken to address this problem has been in the context of the budget review processes.

During our review of the fiscal year 1984 budget, the council restored $529,000 that had been proposed to be cut from substance abuse programs. In subsequent years, drug abuse treatment and prevention have remained a spending priority for the council. In the fiscal year 1986, the year that we are now in, the council continued to express this priority by adding an additional $5.8 million for drug abuse treatment and education programs, bringing the total for these programs to approximately $22 million.

The council's intent in proposing this significant increase was to place increased emphasis on prevention through education, as well as to provide for a greater availability of treatment opportunities. The budget recently approved by the council, the fiscal year 1987 budget, which will begin in a couple more days, included more than $1.5 million in additional funds over top of the $22 million to be used for this purpose.

Finally, the council has also undertaken vigorous oversight activities in this area. The council's committee on human services has held several forums and briefings focusing on the implementation of programs funded by the council's budgetary actions. Additional public hearings and review of the D.C. Department of Human Services' spending actions have taken place during the council's budget review process.

As I hope this summary of the council's actions demonstrates, we recognize the serious problem that drug abuse poses for all our citizens and particularly for our young people. I think I can speak for the entire council in saying that we are committed, both individually and collectively, to doing our utmost to combat this serious problem.

Thank you for the opportunity to offer this statement.

[The prepared statement of Mr. Clarke follows:]

TESTIMONY OF DAVID A. CLARKE, CHAIRMAN, COUNCIL OF THE DISTRICT OF COLUMBIA

Chairman Dymally and members of the Subcommitee, it is a pleasure to appear before you this morning to discuss the important topic of drug use and its prevention in high schools and colleges in the District of Columbia. Both as a parent and an elected official, I can think of no greater challenge facing the District of Columbia than to combat drug abuse and the devastation that accompanies it. The problem of drug abuse is even more critical when it relates to our young people. Our young people are our future. We cannot stand by and permit drugs and those who peddle them to rob us of that future.

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As I hope this summary of the Council's actions demonstrates, we recognize the serious problem that drug abuse poses for all our citizens and particularly for our young people. I think I can speak for the entire Council in saying that we are committed, both individually and collectively, to doing our utmost to combat this serious problem.

Thank you for the opportunity to offer this statement. I would be pleased to answer any questions you might have.

Mr. DYMALLY [presiding]. Thank you very much.

Mr. Fauntroy has a markup in another committee, so he may have to leave us, so I will ask him to lead off with the questions.

Mr. FAUNTROY. I thank you, Mr. Chairman. I do have a markup in Banking of our omnibus bill, and I do want to register with my vote on that question.

I wonder if you will just answer one question for me, and that is, is there a plan for a comprehensive drug education and prevention program being considered by the Mayor and council at this time?

Mr. DOWNS. Mr. Fauntroy, we have for the last year and half been working with the schools and ADASA on a data base that will give us some indication of the type of problem we have by school and by type of drug incidence abuse that we have within the educational system, and at the same time developing specifically targeted programs for those age groups and those particular kinds of problems both involving the school administration and the parents themselves.

Intensive counseling both in the schools and within ADASA on drug abuse and trying to build that in not only to the regular school year, but as I had mentioned earlier, all the way through the summer when the kids are on the street or working in programs that will provide additional support and outreach during the summer months as well as the school year. The long answer is, yes.

Dr. Mitchell, when he is testifying, can give you a lot more detail about the specific programs.

Mr. CLARKE. As indicated in my testimony, the council provided an additional $5.8 million for this year's budget and directed that it go to drug prevention and treatment programs. In a briefing paper that had been presented to the council by the executive, the most recent which we have is May 23, 1986, the executive branch indicated that it had allotted $1,041,427 for a comprehensive school-base prevention program within the schools that called for providing assessment and referral services for students who had been involved with the criminal justice system because of substance abuse, training of high school students to serve as peer counselors, the training with teachers and guidance counselors to supervise those peer counselors, and the development of a prevention, education and health promotion campaign that utilizes poster, essay and logo contests, et cetera.

The council watched closely the implementation of that program as it moved, and we did have some concerns particularly with certain procurement that had occurred with respect to two components of the program. After an examination of certain papers at the D.C. Department of Human Services by myself personally, that particular procurement terminated by an agreement between the department and the contractor, and I understand that efforts have gone on to reestablish that procurement in an improved fashion, and we are hopeful that council agrees fully with this program.

We have had a couple of questions about its implementation. We think it is back on track.

Mr. FAUNTROY. Mr. Downs, you mentioned that you are in the process of assessing drug activity at targeted schools. How do you go about dealing with that assessment? How do you identify not

only the extent of drug dealing, but the use on the part of students?

Mr. DOWNS. Obviously, because we are dealing with the youth criminal justice system, there are issues of confidentiality that have to be maintained about the individual's identity. There is cooperation between the police department, the courts and the school system on case notification that maintains that confidentiality of the individual within the court's jurisdiction, and still allows for some effective targeted treatment.

If I might, Dr. Lonnie Mitchell, who is the head ADASA, might answer that.

Mr. MITCHELL. The question is one of how do we go about examining or defining the problem with the school population. Last year, 1985, the D.C. Department of Human Services Commission of Public, ADASA, sponsored a contract with the National Urban League, the Washington office, to do a specific survey of high schools to determine the patterns of use, the extent to which the problem exists throughout the school system, and part of that I will cover later, but in the school system, they had approximately 88,000 students for that year, about 15,000 of whom were seniors and about 17,000 juniors and elementary schools composed of about 47,000 persons.

The survey determined that using a technique that inquired of the student about his or her best friend's patterns of use, rather than asking the individual himself or herself particularly, we felt would provide a much more reliable basis of information, and in that, then, we surveyed the entire high school and junior high school populations of the public school system, not the parochial school system, and I will provide specific percentages and numbers on the findings of patterns of use with respect to the particular drugs themselves—marijuana, cocaine, PCP and so on. But it was a technique designed to certainly protect the confidentiality of the persons by requiring and asking of the students what his or her knowledge may be of their best friend's usage of the various drugs, including alcohol.

Mr. FAUNTROY. Thank you.

Chairman Clarke, as Chair of the council and as a member of the council, you are constantly in the process of hearing from citizens on drug problems. What is your assessment of the impact of the present educational programs aimed at our young people?

Mr. CLARKE. I can't say that our hearings are focused upon the impact of the educational programs as conducted by the schools. That issue really hasn't come before us. What came before us was the allocation of the funds that we had provided, and in that context it was proposed that this program which I had just described be conducted. We had serious questions, as I indicated to the procurement practices employed in that, and now that they have been worked out, we have been told that this program is back on track, so from our prospective, we are looking for this program to begin very soon in the schools. It really has not begun, so we are not able to assess its impact.

Mr. FAUNTROY. Thank you, Mr. Chairman.

Mr. DYMALLY. Thank you very much.

What specifically are the Mayor's office and the city council doing with the schools in this whole area of drug abuse prevention?

Mr. DOWNS. I could ask both the chief and Lonnie Mitchell to respond to that. But in general let me say that we have had a longstanding program about having police officers on a regular basis in every school in the District. That focus has changed drastically in the last several years from being one of understanding how to prevent crime and how to protect yourself to an understanding of the problem with drugs, and how that impacts potentially on their life; that these drugs can kill them, for instance.

In the relationship, as well, with the police department, the initial contacts, noncriminal or troubled contacts are now automated. The police department reporting system is automated within the school system to put an early warning to the school itself about children who are in initial contact with the police department before it turns to a serious contact. It has proved to be helpful with the schools, I understand.

In addition, our drug treatment and drug education programs work hand in hand with the school system's programs. As a matter of fact, we do provide in a number of cases contract services to the schools directly for drug education and drug referral services. The cooperation has been, as I said earlier, without reservation. We have had absolutely no problems, in insuring that both information and program resources between schools, police and ADASA, on this issue of drugs within the school.

Mr. CLARKE. Council is prohibited by the charter from legislating the school programs. The charter reserved that for the school board. However, in the Controlled Substances Act, we did require the Mayor, who is subject to our legal edicts, to cooperate with the D.C. Board of Education in preparing education programs for school children, some of which Mr. Downs just outlined.

We have also provided the moneys which are previously indicated to the D.C. Department of Human Services to do programs, some of which will be done with the schools, as well as the schools have been given a budget of over $380 million. Now, as to how they use that money, that is their determination. Under the charter we are not permitted to tell the schools how to use their money. It is a matter of constant frustration, which might be brought up in another form as to our differences as to how the money is used, but it is theirs to use.

Mr. DYMALLY. Has it been a comprehensive program to involve community, churches, fraternities, sororities, other organizations? I know the city has put a lot of emphasis on law enforcement. Have you mobilized the community to take a community approach to this problem, including families, of course?

Mr. DOWNS. The two programs that I mentioned earlier have a particular emphasis on family involvement. Particularly PTA's involvement in the problems with drugs, specific problems with drugs in their schools. The chief can tell you of a number of instances whereafter PTA's were involved in being more vigilant about their school, about some problem areas that were raised about individuals who may or may not have been selling drugs on the school grounds or in close proximity to the school grounds, or individuals

within the schools themselves who had been engaged in those kinds of activities.

Direct parent involvement is one of the key targets that the police department has, not only just for information for the department, but for information going to the parents about knowing when, and how, and where their children may or may not be involved in the use and sale of drugs.

The Drug Buster Program where you sign the kids up to be kind of an auxiliary to the department on the issue of drugs, and to help the department help the parents to help themselves about drugs is also aimed more directly at the parents. In addition, we have been successful—the department has, and the chief will probably mention it in his testimony, in putting a number of new recruit officers into the schools with students and then at the senior high school level making a substantial number of arrests of students who are engaged in the trade within the schools system.

It has been effective. The department will continue to be doing that, and it has been with the full cooperation and understanding of the school board that we have been doing that.

Mr. CLARKE. One of the items that was in the executive proposal for the expenditure of that money, about which I must indicate I had serious question when I first heard it, was assistance to the churches of the District of Columbia through the pastoral training program. I originally worried that what we were doing was essentially paying preachers to preach and thinking that we had crossed the line between the church and state. I have, therefore, kept a close eye on that program, and I must say that it has developed along the lines that I would have liked to seen it developed where it is being used to open church doors during the week and during the weeks, and to train people within the churches to recognizes drug abuse problems and to respond to them, and that program is also a part of what we provided for.

Mr. DYMALLY. Minority counsel has a couple questions.

Ms. MESSALLE. Mr. Downs, what is the city's total budget for direct treatment services to youth?

Mr. DOWNS. Direct treatment services to youth?

Ms. MESSALLE. To youth.

Mr. DOWNS. I couldn't tell you. I would have to get that. It is scattered through three departments. We have part of those in resources and recreation, part in human services and part in police.

Ms. MESSALLE. Would you or any of the witnesses from the city know what is the total treatment capacity in the city for youth specifically?

Mr. DOWNS. Drug for——

Ms. MESSALLE. Drug treatment for youth, specifically treatment for youth. What is the capacity?

Mr. MITCHELL. The treatment system for young people is comprised of both outpatient and inpatient services. There is a major comprehensive youth abstinence program that serves persons on an outpatient basis, composed of individual and group therapy and other support services. Our residential or inpatient treatment services include the PCP detoxification center that was referred to earlier. That is a 10-bed facility at D.C. General Hospital.

We have opened two 25-bed each residential treatment centers for young people. One of these is on the grounds of St. Elizabeths Hospital. The other one is located at Laurel Children's Center. In addition, the RAP, and particularly II Genesis, who are able to receive D.C. residents to place them in county facilities rather than within the city, also serve a population of young people for us.

While the next set of programs are not residential treatment in their own way, but they are captive audiences in the D.C. Social Service Commission's Program of Cedar Knolls, the receiving home, and Oak Hill. These are an incarcerated population to which we take treatment. There is still yet another residential group of about 14 halfway houses across the city where young people live, and our office provides services to those children in those residential halfway houses.

Ms. MESSALLE. But in terms of a specific number, you can't give that because these numbers are very flexible. Is that what you are saying?

Mr. MITCHELL. I can get that total number for you, yes.

Ms. MESSALLE. Would you do that?

Mr. MITCHELL. Sure.

[The information was not received in time for printing.]

Ms. MESSALLE. Mr. Clarke, in hearings we had in May on the adult criminal justice system, you mentioned this $5.8 million figure, and at that time you seemed to be concerned that not enough of it had been spent——

Mr. CLARKE. I am still concerned that not enough of it has been spent. I have tried to address some of the problems that I saw with its expenditure earlier in the case of the schools, which seems to be the focus of these hearings. I think those problems had to be worked out before the money was spent. I think had that procurement been allowed to continue, we would have been in at least as bad, or possibly a worse situation than we had been before.

The D.C. Board of Education had refused to allow that contractor to come into the schools. There were image problems associated with the contractor, and there were procurement problems. The department terminated the contract. I think that was a wise action, and I hope that now that the school year has begun, that program will go forward.

The ministers program, for all the original criticisms that I had of it, was one of those that began right away. The residential programs had some difficulty as the executive branch encountered community resistance to the location of those programs within particular communities. Then the executive branch moved to do what I think maybe it should have done in the first place, which is to recognize that existing programs like RAP and II Genesis were providing those programs, and we should call upon them to expand their services rather than try to reinvent the wheel. I think that there has been some improvements in those areas.

Mr. DYMALLY. Would counsel yield for a question? To both of you, what do you do with the teenagers who cannot be housed in an adult prison? Let's assume that there is some agreement between the city council and the Mayor's office on the location of the prison. What do you do with the 12-, 13-, or 14-year-old? Where do

they go now? Where will they go in the future—not crime, just a drug problem?

Mr. DOWNS. Well, we can't treat them that separately because often times the children who come into our youth criminal justice system are into the court system for a variety of charges, not just abuse.

Mr. DYMALLY. Not the sellers, the users.

Mr. DOWNS. Unfortunately, most abusers are in trouble with the law as well, not just with abuse. We wind up with a lot of those individuals in the criminal justice system as well as just abuse.

The slots that Dr. Mitchell was talking about in the programs are what we can do right now on full-time controlled treatment outside of family support services.

Mr. DYMALLY. It is obvious that a user has violated the law, but let's assume that user has not been caught in the act of violating the law, but the evidence of addiction is there, what do you do with them as a sick person, not as a lawbreaker?

Mr. DOWNS. Well, it is not easy to make that distinction once an individual has been arrested, because——

Mr. DYMALLY. No arrest. The classroom teacher or the community worker, or the neighborhood counselor discovers that this teenager, this 13-year-old boy or girl is hooked, where do they go? What do you do?

Mr. MITCHELL. There is established in the public school system a comprehensive referral system where the initial part of that will be training the counselors, the teachers and staff to recognize the problem among students and to refer them to our central intake. The central intake is a unit of the D.C. Alcohol and Drug Abuse Service Administration services that provides a comprehensive assessment of the problem, and then identifies a particular treatment plan and assigns that person to a respective program.

It may be a residential treatment program, or it may be an outpatient abstinence program. Through the pretrial service agency through which young people will come through the D.C. Superior Court system where drug testing is done, criminal justice referrals are made directly from that system to our central intake for assessment, or it may be for urine surveillance, and once the assessments are done there, a decision is made as to where that young person will go.

Then there is the category of the volunteer person where a young person, himself or herself, may come directly to our central intake, a parent may bring him or her, or an institution may refer that person to the central intake, but the initial place is the central intake unit that makes the comprehensive assessment and a decision on a treatment plan, and then an assignment to a respective treatment modality.

Mr. DYMALLY. Counsel.

Ms. MESSALLE. One question, again, for Mr. Clarke. You mentioned earlier that there was $1.5 million of the $5.8 million that was earmarked for drug treatment services to the schools. I am confused. Could you clarify whether that $1.5 million was the only part of the $5.8 million that was earmarked for use, or was that earmarked for the schools?

Mr. CLARKE. I'm sorry if I was confusing. $1,041,427, according to the latest of the figures that we have, and that was for the program with the schools. According to the information that I have been provided by the executive in briefings, there is another comprehensive drug treatment program for youth of $1,105,691, which included a 25-bed residential treatment program of $343,731, another 25-bed residential treatment program for $239,960, an incarcerated youth project for $112,000; a supplemental outpatient program of $170,000; a food services contract to provide for the food for one of the residential treatment program facilities of $75,000, a prevention program of $135,000; and the mobile educational vans, $60,000.

Ms. MESSALLE. Thank you.

Mr. DYMALLY. Majority counsel.

Mr. WILLIS. Mr. Downs and Mr. Clarke, especially Mr. Clarke, I appreciate the fact that you have come around to see that ministers can be educated in certain areas. As an ordained Baptist minister and one who began working in areas of drug abuse in 1966 in a notorious place called Haight-Ashbury and tried to educate ministers, 20 years later we see the city moving in the same direction. I appreciate that.

What I would like to see, though, in addressing the question—where is education playing a role in your programs? You have set out a hierarchy that, as I have heard your testimony, that starts with prevention, which would be arrest and law enforcement, then treatment, and the third, education, and after 20 years of working hard in this area, both as a minister and the last 7 years as staff on this committee, I am concerned that I think we have our priorities backward.

Surely, we should put education first. We talk about it first, but the expenditures come that we seek prevention, then treatment, and finally education. So for either one, I would say where do we move toward a comprehensive educational program?

Mr. CLARKE. Well, thank you, Reverend Counsel for your sermon.

Mr. WILLIS. You are welcome.

Mr. CLARKE. The problem of education is a real one, and I think most of that responsibility, though not all, is deposited with our school systems. What I have spent most of my testimony here today about is the use of the particular moneys that the council provided through the D.C. Department of Human Services. I repeat, again, that we provided over $380 million to the school system to run an education program, and I repeat, again, that the council does not have the power to dictate how those moneys are used, and the president of the school board is here, and the superintendent of schools is here, and I note that they are concerned about the program, and I think maybe you should ask that question of them because under the charter that the Congress wrote for the city, that responsibility is posited there.

Mr. WILLIS. I'm not at all in argument with the charter. I am suggesting that the council and the Mayor set the tone for the direction that the city takes in all of its areas.

Mr. CLARKE. We think that we can try to set the tone, and possibly if you wanted to visit some of our hearings on the school board's budget, you will see that we do examine into where they

use the money, but we are not enabled to direct where they use the money. That is their responsibility.

I certainly would support the use of a large amount of their money in this direction, but that is their responsibility.

Mr. DYMALLY. Thank you very much, Mr. Downs and Mr. Clarke.

Mr. DOWNS. Thank you, Mr. Chairman.

Mr. DYMALLY. Dr. Floretta McKenzie and Mr. David Hall.

Before we begin, sometime last year you came and testified before the Subcommittee on Post Secondary Education about a university/high school partnership program. When you testified, I felt that you were a lonely voice in the wilderness. I am pleased to tell you that sometime this week, both the Senate and the House will concur in the joint committee recommendations, and included therein is your program for some $10 million, I think. So I want to congratulate you and compliment you for coming.

Sometimes we invite you here, and I suspect you, like many witnesses, ask, "Why am I here? What am I doing here? Are they listening to me?" Well, the committee listened to you, and that program would be put into effect all over the country thanks to you.

STATEMENT OF FLORETTA McKENZIE, SUPERINTENDENT, DISTRICT OF COLUMBIA PUBLIC SCHOOLS, AND R. DAVID HALL, PRESIDENT, D.C. BOARD OF EDUCATION

Ms. MCKENZIE. Thank you very much. That's good to hear.

STATEMENT OF R. DAVID HALL

Mr. HALL. Good morning, Chairman Dymally and members of the House Committee on the District of Columbia, Subcommittee on Judiciary and Education. I have a prepared statement, as does Dr. McKenzie.

Mr. DYMALLY. It will be entered into the record without objection

Mr. HALL. Thank you.

The D.C. Board of Education recognizes that in the District of Columbia there is an epidemic of drug abuse and it is plaguing not only our city, but it is plaguing this country. It is a multibillion-dollar drug industry which threatens to destroy a generation of Americans. Ernie Boyer, who has been reported to be a preeminent educator, has estimated $136 billion a year spent on illegal drugs in this country.

In the D.C. public schools, as in schools across the Nation, the problem of drug abuse has manifested itself in dropouts, disciplinary problems, and a full spectrum of school-related difficulties, especially at the secondary level. As elected officials entrusted with the important task of determining educational policy that will insure a quality education in the District of Columbia, we have made a drug free school environment a high priority.

Our approach has not only been to initiate a number of drug abuse prevention activities for students, but also to vigorously pursue through criminal justice systems, student and school personnel who may engage in illegal drug abuse or distribution on school grounds. During the 1985 and 1986 school year, the District of Columbia school system worked closely with the Metropolitan Police Department to identify and apprehend drug offenders.

As a result, 32 students were arrested and charged with selling illegal drugs on school grounds. At last report, 14 of these persons have been convicted. The other 18 cases are pending final adjudication. The police department has assigned 44 uniformed police officers, an increase of seven over last year, to patrol school buildings and discourage drug trafficking. Also increased are the number of undercover agents who are active in our schools.

The D.C. Board of Education has approved new rules for student discipline to be implemented, effective December 1, 1986. These rules provide automatic suspensions for a minimum of 25 days, and a maximum for two semesters for unlawful possession, use, or distribution of any alcohol, dangerous drug, control substance or controlled or dangerous paraphernalia as defined pursuant to the criminal statutes of the District of Columbia.

Another recent rule change provides for an involuntary transfer of a student from one school to another when that student has been charged with a crime. The D.C. Board of Education believes strongly that suspending a student for involvement with drugs is not enough to prevent such a student from becoming another statistic within our criminal justice system. The board recently approved a plan submitted by the superintendent for an alternative school designed to meet special needs of students who receive a major suspension from regular schools and prepare them for reentry into those schools.

This unique alternative school will become operative in December 1986. The D.C. Board of Education differs greatly with other jurisdictions in feeling that to merely suspend a student or expel a student is simply referring that student to the criminal justice system, and insuring that student will become another statistic in our criminal justice process. By expelling a student from a comprehensive high school, but admitting the student into a special school designed for that kind of problem, we feel it is an intermediate step which may prevent that student from becoming another crime statistic or from going back out into our community and perpetrating crimes.

During the summer, under the leadership of Mr. Eugene Kinlow, the D.C. Board of Education representative and chairperson of the student services and community involvement committee, representatives from a number of city agencies met with school officials to discuss efforts to eradicate drugs from our schools and our community. Participating in a number of roundtable conferences were representatives from the U.S. attorney's office, the D.C. Superior Court, the police department, the D.C. Departments of Recreation and Human Services, the corporation counsel, the D.C. Alcohol and Drug Abuse and Services Administration, the congress of PTA's, members of the D.C. Board of Education, and school system officials.

As a result of this roundtable conference, many cooperative initiatives have begun. We believe that this initiative includes every part of our community which is essential to developing a unified front for our effort to end the sale and use of drugs in school buildings. I may add that the cooperation of the U.S. attorney's office, which is under Federal control, not local control, was a significant

step in insuring that the cycle of identification, arrest, prosecution, and sentencing work in a timely fashion.

We found that the time period between an arrest and a final hearing on disposal of a case is extremely important in determining attitudes in the community. If young people believe that they can sell drugs with impunity, and that in selling drugs, even if caught, one will simply be returned to the street in a matter of a few hours to begin selling again, it completely undermines the effort of the school system and the community to end the sale of drugs. There must be certainty of prosecution, and the certainty of prosecution in many ways is more important than the severity of prosecution for the selling of drugs.

At the beginning of the school year, the board, along with the roundtable conferees, kicked off a campaign to free our schools of drugs. We alerted the users and the sellers of illegal drugs that the District of Columbia would not tolerate possession or sale of drugs in or near schools. Under a Federal statute enacted by the Congress, persons who engaged in the unlawful distribution of a controlled substance within 1,000 feet of a school building, may be arrested and receive up to 30 years for a first offense, and up to life imprisonment for a second offense.

This statutory provision, coupled with progressive police enforcement of the law will, we believe, have a significant impact on drug trafficking in and near school property. A substance abuse and education prevention program, which Dr. McKenzie will discuss later has been developed, and is being implemented in the schools. The program provides a comprehensive substance abuse education, prevention, and health promotion schedule designed to reduce the incidence of abuse among our students.

Under the leadership of the student member of the D.C. Board of Education, Ms. Angela Hill, the students themselves have inaugurated a new public school student self-discipline pledge. Ms. Hill and other elected student leaders have initiated a campaign to urge all students to sign the self-discipline pledge in order to prevent truancy, dropping out of school, suspension, drug or substance abuse, acts of violence, teen pregnancy, poor grades and other problems that affect attendance, behavior and class work.

A pamphlet entitled "Drug Free Schools," has been prepared. I hope it has been made available to you at this time. It is circulated through the public schools throughout the District of Columbia. Finally, let me say that the problem which we face is not merely education. It is not merely the allocation of more funds for drug treatment. It is the attack upon a complete economic order which provides for immediate returns for those who find employment in illegal sales of drugs.

Recently, as I participated in a research effort where the job training programs in the District of Columbia were reviewed, someone had failed to acknowledge that another source of employment for urban youth, who, incidentally have the highest unemployment rate and have had the highest unemployment rate in the country for more than a decade, those——

Mr. DYMALLY. My district in Compton had it. I thought Compton in my district had it.

Mr. HALL. I'm speaking of urban youth throughout the Nation, Mr. Chairman.

In the District of Columbia, our Mayor has enacted an effort to provide a job for every young person who wants a job in the summer. But year around, our young people faced with unemployment prospects if they have not finished high school, are working in fast-food restaurants or working in a car wash, or working for minimum wage or less or working for drug pushers.

The economic rewards provided by working in the sale of drugs are so far greater than the economic rewards for working in fast-food restaurants, that there is absolutely no competition. A young person can obtain a top-of-the-line luxury vehicle, the best clothes and be able to take the other young person's male or female out to lunch and dinner at the best restaurants by engaging in the illegal sale of drugs. So I think in all of our looking, and all of our talking, and I am sure there will be hearings and we will be launching all sorts of efforts all over this country against drugs, I think we are going to have to put some economic programs and economic development programs into our cities so that a young person can afford a decent place to live, afford to wear the same kind of clothes as others wear, eat well and live well without doing something illegal to have a standard of living which is comparable with the rest of America.

Mr. DYMALLY. Mr. Hall, I made reference to Compton. I was not challenging your statistics. I was just being facetious about the high rate of drugs and unemployment in the central cities across the country.

Mr. HALL. Yes, well I quite agree with you, Mr. Chairman. I think that in all that I have heard, both at the local level and at the national level, I have heard of efforts to use the Coast Guard, the Navy, the armed forces and the police department to arrest, to apprehend. We are certainly going to make efforts to develop educational programs so that users or potential users know about the effects of drugs and can make a decision. But I have not yet heard at any place, any effort to put an alternative economic order in place that will allow people if they say, "Mr. Hall, I don't want to sell drugs, but show me how I can make money legally."

We have to have another alternative and another option for young people to earn money. I think that is what I have not heard yet, and I hope that after the congressional hearings have ended, and after the boards have met and the city councils have met, that perhaps we can come up with a plan which is going to put a different economic order in place so that there is an alternative to the illegal drug trafficking system which has been developed over the years.

Thank you very much.

[The prepared statement of Mr. Hall follows:]

STATEMENT
OF
R. DAVID HALL, PRESIDENT
DISTRICT OF COLUMBIA BOARD OF EDUCATION
BEFORE THE
HOUSE COMMITTEE ON THE DISTRICT OF COLUMBIA
SUBCOMMITTEE ON JUDICIARY AND EDUCATION
SEPTEMBER 23, 1986

GOOD MORNING CHAIRMAN DYMALLY AND MEMBERS OF THE HOUSE COMMITTEE ON THE DISTRICT OF COLUMBIA, SUBCOMMITTEE ON JUDICIARY AND EDUCATION. FOR THE RECORD, I AM R. DAVID HALL, PRESIDENT OF THE BOARD OF EDUCATION OF THE DISTRICT OF COLUMBIA. IN MY REMARKS THIS MORNING I HOPE TO SET FORTH BEFORE THE COMMITTEE THE ROLE THAT THE BOARD OF EDUCATION IS PLAYING IN THE ELIMINATION OF DRUGS FROM OUR SCHOOLS.

THE BOARD OF EDUCATION RECOGNIZES THAT AN EPIDEMIC OF DRUG ABUSE IS PLAGUING OUR SOCIETY. THE MULTI-BILLION DOLLAR DRUG INDUSTRY THREATENS TO DESTROY A GENERATION OF AMERICANS. IN THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS, AS IN SCHOOLS ACROSS THIS NATION, THE PROBLEM OF DRUG ABUSE HAS MANIFESTED ITSELF IN DROPOUTS, DISCIPLINARY PROBLEMS, AND A FULL SPECTRUM OF SCHOOL-RELATED DIFFICULTIES, ESPECIALLY AT THE SECONDARY LEVEL.

AS ELECTED OFFICIALS ENTRUSTED WITH THE IMPORTANT TASK OF DETERMINING EDUCATIONAL POLICY THAT WILL ENSURE A QUALITY EDUCATION IN THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS, WE HAVE MADE DRUG-FREE SCHOOLS A HIGH PRIORITY. OUR APPROACH HAS BEEN NOT ONLY TO INITIATE A NUMBER OF DRUG ABUSE PREVENTION ACTIVITIES FOR STUDENTS BUT ALSO TO VIGOROUSLY PURSUE, THROUGH THE CRIMINAL JUSTICE SYSTEM, STUDENTS AND SCHOOL PERSONNEL WHO MAY ENGAGE IN ILLEGAL DRUG USE OR DISTRIBUTION ON SCHOOL GROUNDS.

DURING THE 1985-86 SCHOOL YEAR, THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS WORKED CLOSELY WITH THE METROPOLITAN POLICE DEPARTMENT TO IDENTIFY AND APPREHEND DRUG OFFENDERS. AS A RESULT, THIRTY-TWO STUDENTS WERE ARRESTED AND CHARGED WITH SELLING ILLEGAL DRUGS ON SCHOOL GROUNDS. AT LAST REPORT, FOURTEEN OF THESE PERSONS HAVE BEEN CONVICTED; THE OTHER EIGHTEEN CASES ARE PENDING FINAL ADJUDICATION.

THE POLICE DEPARTMENT HAS ASSIGNED FORTY-FOUR UNIFORMED POLICE OFFICERS, AN INCREASE OF SEVEN OVER LAST YEAR, TO PATROL SCHOOL BUILDINGS AND DISCOURAGE DRUG TRAFFICKING. ALSO INCREASED ARE THE NUMBER OF YOUTHFUL UNDERCOVER OFFICERS WHO ARE ENROLLED AS STUDENTS IN ALL SENIOR HIGH SCHOOLS.

THE BOARD OF EDUCATION HAS APPROVED NEW RULES FOR STUDENT DISCIPLINE TO BE IMPLEMENTED EFFECTIVE DECEMBER 1, 1986. THESE RULES PROVIDE AUTOMATIC SUSPENSION FOR A MINIMUM OF TWENTY-FIVE DAYS AND A MAXIMUM OF TWO SEMESTERS FOR UNLAWFUL POSSESSION, USE OR DISTRIBUTION OF ANY ALCOHOL, DANGEROUS DRUG, CONTROLLED SUBSTANCE, OR CONTROLLED OR DANGEROUS PARAPHERNALIA, AS DEFINED PURSUANT TO THE CRIMINAL STATUTES OF THE DISTRICT OF COLUMBIA. ANOTHER RECENT RULE CHANGE PROVIDES FOR AN INVOLUNTARY TRANSFER OF A STUDENT FROM ONE SCHOOL TO ANOTHER WHEN THAT STUDENT HAS BEEN CHARGED WITH A CRIME.

THE BOARD OF EDUCATION BELIEVES STRONGLY THAT SUSPENDING A STUDENT FOR INVOLVEMENT WITH DRUGS IS NOT ENOUGH. TO PREVENT SUCH A STUDENT FROM BECOMING ANOTHER STATISTIC WITHIN THE CRIMINAL JUSTICE SYSTEM, THE BOARD OF EDUCATION HAS APPROVED A PLAN FOR AN ALTERNATIVE SCHOOL DESIGNED TO MEET THE SPECIAL NEEDS OF STUDENTS WHO RECEIVE A MAJOR SUSPENSION FROM REGULAR SCHOOLS AND PREPARE THEM FOR REENTRY INTO THOSE SCHOOLS. THIS UNIQUE ALTERNATIVE SCHOOL WILL BECOME OPERATIVE IN DECEMBER, 1986.

DURING THE SUMMER, UNDER THE LEADERSHIP OF MR. EUGENE KINLOW, BOARD OF EDUCATION REPRESENTATIVE AND CHAIRPERSON OF THE STUDENT SERVICES AND COMMUNITY INVOLVEMENT COMMITTEE, REPRESENTATIVES FROM A NUMBER OF CITY AGENCIES MET WITH SCHOOL OFFICIALS TO DISCUSS EFFORTS TO ERADICATE DRUGS FROM OUR SCHOOLS AND OUR COMMUNITY. PARTICIPATING IN A NUMBER OF ROUND-TABLE CONFERENCES WERE REPRESENTATIVES FROM THE U.S. ATTORNEY'S OFFICE,

DISTRICT OF COLUMBIA SUPERIOR COURTS, THE POLICE DEPARTMENT, THE DEPARTMENTS OF RECREATION AND HUMAN SERVICES, THE CORPORATION COUNSEL, THE ALCOHOL AND DRUG ABUSE SERVICES ADMINISTRATION, THE CONGRESS OF PTAS, MEMBERS OF THE BOARD OF EDUCATION AND SCHOOL SYSTEM OFFICIALS. AS A RESULT OF THE ROUNDTABLE CONFERENCES MANY COOPERATIVE INITIATIVES HAVE BEGUN.

AT THE BEGINNING OF THIS SCHOOL YEAR, THE BOARD OF EDUCATION, ALONG WITH THE ROUNDTABLE CONFEREES, KICKED OFF A CAMPAIGN TO FREE OUR SCHOOLS OF DRUGS. WE ALERTED THE USERS AND SELLERS OF ILLEGAL DRUGS THAT THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS WILL NOT TOLERATE POSSESSION OR SALE OF DRUGS IN OR NEAR SCHOOLS. UNDER FEDERAL STATUTE ENACTED BY CONGRESS, PERSONS WHO ENGAGE IN THE UNLAWFUL DISTRIBUTION OF A CONTROLLED SUBSTANCE WITHIN ONE THOUSAND FEET OF A SCHOOL BUILDING MAY BE ARRESTED AND RECEIVE UP TO THIRTY YEARS FOR A FIRST OFFENSE AND UP TO LIFE IMPRISONMENT FOR A SECOND OFFENSE. THIS STATUTORY PROVISION COUPLED WITH AGGRESSIVE POLICE ENFORCEMENT OF THE LAW WILL, WE BELIEVE, HAVE A SIGNIFICANT IMPACT ON DRUG TRAFFICKING IN AND NEAR SCHOOL PROPERTY.

A SUBSTANCE ABUSE AND EDUCATION PREVENTION PROGRAM HAS BEEN DEVELOPED AND IS BEING IMPLEMENTED IN THE SCHOOLS. THE PROGRAM PROVIDES A COMPREHENSIVE SUBSTANCE ABUSE EDUCATION, PREVENTION AND HEALTH PROMOTION SCHEDULE DESIGNED TO REDUCE THE INCIDENCE OF ABUSE AMONG OUR STUDENTS.

UNDER THE LEADERSHIP OF THE STUDENT MEMBER OF THE BOARD OF EDUCATION, MS. ANGELA HILL, THE STUDENTS THEMSELVES HAVE INAUGURATED A NEW PUBLIC SCHOOL STUDENT SELF-DISCIPLINE PLEDGE. MS. HILL AND OTHER ELECTED STUDENT LEADERS HAVE INITIATED A CAMPAIGN TO URGE ALL STUDENTS TO SIGN THE SELF-DISCIPLINE PLEDGE IN ORDER TO PREVENT TRUANCY, DROPPING OUT OF SCHOOL, SUSPENSION, DRUG OR SUBSTANCE ABUSE, ACTS OF VIOLENCE, TEEN PREGNANCY, POOR GRADES AND OTHER PROBLEMS THAT AFFECT ATTENDANCE, BEHAVIOR AND CLASSWORK.

A PAMPHLET ENTITLED "DRUG FREE SCHOOLS" HAS BEEN PREPARED AND PROVIDED TO ALL STUDENTS AND PARENTS TO ENCOURAGE THEIR PARTICIPATION IN HELPING STUDENTS SAY "NO" TO DRUGS. INDIVIDUAL SCHOOLS HAVE BEGUN INITIATIVES OF

THEIR OWN TO KEEP THE PROBLEM OF DRUG USE AND ABUSE AND ITS CONSEQUENCES EVER VISIBLE TO STUDENTS. IN ADDITION, THE BOARD OF EDUCATION HAS MANDATED THAT ALL TEACHERS, ADMINISTRATIVE STAFF AND SUPPORT PERSONNEL SUCCESSFULLY COMPLETE A SPECIFIED NUMBER OF DRUG COUNSELING COURSES SO THEY CAN BETTER ADDRESS DRUG-RELATED PROBLEMS IN THE SCHOOLS.

WE WILL CONTINUE OUR EFFORTS TO MAKE ALL OF OUR SCHOOLS DRUG FREE. WE WELCOME YOUR CONCERN AND SUPPORT IN OUR URGENT AND CONTINUING BATTLE AGAINST DRUGS IN THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS. MR. CHAIRMAN, I WILL BE HAPPY TO ANSWER ANY QUESTIONS YOU MAY HAVE IN THIS REGARD.

Mr. DYMALLY. After we had completed hearing and marking up of the omnibus drug bill, it occurred to me that we had did not have a job training component in it. I am hopeful, Dr. McKenzie, that when you testify on the rewrite of the Elementary and Secondary Education Act next year, that we will recommend some training component for students who went to drugs instead of work.

I think it is repairable. We can do that next year when we reauthorize the Elementary and Secondary Education Act.

Dr. McKenzie, we are pleased to have you here again.

STATEMENT OF FLORETTA McKENZIE

Ms. MCKENZIE. Thank you so much, Congressman Dymally and other members of the subcommittee.

I am Floretta Dukes McKenzie, superintendent of D.C. schools, and I welcome the opportunity to come before this committee to talk about some of the ways that we are dealing with the devastating problem of drug abuse among our young people in the school system.

For some time our school system has had a substance abuse prevention education program to help not only students, but staff to learn the facts about drugs and the effects of their usage. This program seeks an integration of drug prevention activities into other ongoing school activities, as well as securing the support of appropriate community programs to work right along side of our school people.

Let me describe just a few of these activities. The Board of Education decided in 1984 to initiate a policy whereby all full-time, permanent, probationary, and temporary education employees are required to complete a course, a workshop or seminar on drug abuse prevention, and all of our employees are to have completed this course by March 31, 1987. Over 4,000 school system employees have now complied with this requirement.

In addition, a new substance abuse education and prevention program developed jointly by D.C. public schools, the D.C. Alcohol and Drug Abuse Administration, and the D.C. Commission of Public Health, school system personnel will soon have the opportunity to attend other programs and conferences of the subject of innovative substance abuse prevention strategies.

The school system's efforts toward prevention of drug abuse among our students began, as Mr. Hall mentioned, this year with an opening of school celebration where students did sign the pledges as he described. We were very gratified that the students decided that they wanted to be a part of helping to bring to the attention of all students the need to commit themselves to being drug free. The school system's primary approach to drug abuse prevention is, of course, through its curriculum.

Our comprehensive prekindergarten through 12th grade health and physical education curriculum updated in 1984 is designed to recognize the student as a decisionmaker with free choice, whose behavior patterns will be influenced by his or her value structure. Additionally, we provide drug education through health occupations, home economics and science classes.

The school system's drug education efforts are not limited to the inclusion of drug information in the regular curriculum. Rather we seek to provide this information in a wide variety of ways. For example, in 25 elementary schools there are specially trained teachers implementing a drug abuse prevention course focusing on self-awareness, communication, decisionmaking, problem solving, and outreach projects.

Of the secondary level, we have a program called SAND—sports activities, not drugs. That program is now enforced in four of our high schools, and provides for peer counseling by trained high school athletes. I don't want to give you the impression that the school system is totally responsible for educating our young people. As the president of the board indicated, we see it as a community effort.

We are calling upon public and private organizations in our community to help us wage this campaign of prevention through education. The Washington Area Council on Alcoholism and Drug Abuse, for example, is currently implementing a risk reduction curriculum in six of our elementary schools. Similarly, the Metropolitan Police Department, in cooperation with school system staff, conducts a youth awareness program focusing on substance abuse prevention through decisionmaking, problem solving, and positive peer influence in eight of our high schools.

Two of our latest drug abuse prevention education efforts are developed by the Culver Institute, and in that program Culver has established information centers and an electronic game called, "Play It Smart; the Choice is Yours," and this program is in all of our junior and senior high schools. For the primary gades, Culver has been contracted to establish a program centered around a self-contained mobile classroom which will visit all of our elementary schools and offer up-to-date factual information on proper health maintenance and substance abuse prevention.

Now, these are programs paid for out of the money that comes from ADASA that was described by Dr. Mitchell. As well, ADASA has been supporting some of our training efforts for all of our school employees. Now before leaving the subject of prevention, I want to just mention the system's efforts in regards to what I see as the vital components of a drug abuse prevention strategy.

We are trying to provide our students with knowledge and exposure to positive options available to young people to avoid the excesses of drug abuse. No matter how well informed students are about the frightening facts concerning drug abuse, or how often their feelings of self-esteem been bolstered, some students will continue to abuse drugs unless and until they have a clear concept of the possibilities open to them for their future.

Our attempts to provide students with this kind of evidence of positive alternatives and goals have taken many forms. Our board voted to lower the student council ratio in high schools, so that our students would have immediate access to persons who could help them think through career options and life options and provide them with the support with respect to future success.

Our schools are working to assure that each graduating senior has a job or an education option, seeking scholarships as not only admission to colleges and training schools, but also trying to help

our youngsters to find the finances to go to these institutions. We've added vocational classes for those students who do want to go immediately to the world of work. We have a wide range of training and career alternatives, as well as a large number of full curriculum activities to help students find positive ways of handling their leisure time, as well as having them find those things that are particularly enjoyable to them in the schools.

The final prong in the school system's current effort toward preventing drug abuse has to do with our effort to eliminate the availability of drugs in and around school buildings, and I won't repeat what the president of the board has said, because we have been always very, very strong in our desire and our determination to have drug free schools, and again, we thank our Metropolitan Police Force for vigorously supporting us in this effort.

We believe very strongly that with a variety of strategies, primary among them education, that we will have positive results in stemming the tide of drug abuse, but most certainly in making sure that our schools are drug free.

I wish to thank you, Congressman Dymally, for affording us this opportunity to address this issue, and describe our efforts toward eliminating this terrible problem. I am prepared to answer questions as the committee wishes.

[The prepared statement of Ms. McKenzie, with attachment, follows:]

STATEMENT OF FLORETTA DUKES MCKENZIE
SUPERINTENDENT OF SCHOOLS
CHIEF STATE SCHOOL OFFICER
DISTRICT OF COLUMBIA PUBLIC SCHOOLS

BEFORE THE

HOUSE COMMITTEE ON THE DISTRICT OF COLUMBIA
SUBCOMMITTEE ON JUDICIARY AND EDUCATION

SEPTEMBER 23, 1986

GOOD MORNING, CONGRESSMAN DYMALLY AND MEMBERS OF THE SUBCOMMITTEE. FOR THE RECORD, I AM FLORETTA DUKES MCKENZIE, SUPERINTENDENT AND CHIEF STATE SCHOOL OFFICER OF THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS. I WELCOME THE OPPORTUNITY TO COME BEFORE YOU THIS MORNING TO TALK ABOUT WHAT OUR SCHOOL SYSTEM IS DOING TO ELIMINATE THE DEVASTATING PROBLEM OF DRUG ABUSE AMONG OUR YOUNG PEOPLE.

FOR SOME TIME OUR SCHOOL SYSTEM HAS HAD IN PLACE A SUBSTANCE ABUSE PREVENTION EDUCATION (SAPE) PROGRAM WHICH IS HELPING BOTH STAFF AND STUDENTS LEARN THE FACTS ABOUT DRUGS AND THE EFFECTS OF THEIR USAGE. HEADED BY A DIRECTOR WHO IS RESPONSIBLE FOR THE INTEGRATION OF DRUG PREVENTION ACTIVITIES INTO OTHER ONGOING SCHOOL ACTIVITIES, SAPE HAS ESTABLISHED A NUMBER OF DRUG EDUCATION EFFORTS DIRECTED AT BOTH STAFF AND STUDENTS. I WILL NOW DESCRIBE JUST A FEW OF THESE ACTIVITIES.

SINCE 1984, THE SCHOOL SYSTEM HAS HAD A POLICY WHEREBY ALL FULL-TIME, PERMANENT, PROBATIONARY AND TEMPORARY EDUCATION EMPLOYEES ARE REQUIRED TO COMPLETE A COURSE, WORKSHOP OR SEMINAR ON SUBSTANCE ABUSE BY MARCH 31, 1987. PURSUANT TO THIS POLICY, OUR OFFICE OF STAFF DEVELOPMENT OFFERS COURSES, SOME FOR GRADUATE CREDIT, ON SUBSTANCE ABUSE AND ITS PREVENTION. OVER 4000 SCHOOL SYSTEM EMPLOYEES HAVE NOW COMPLIED WITH THIS REQUIREMENT. IN ADDITION, PURSUANT TO A NEW SUBSTANCE ABUSE EDUCATION AND PREVENTION PROGRAM, DEVELOPED JOINTLY BY THE D.C. PUBLIC SCHOOLS, THE DISTRICT OF COLUMBIA ALCOHOL AND DRUG ABUSE ADMINISTRATION (ADASA) AND THE COMMISSION OF PUBLIC HEALTH, SCHOOL SYSTEM PERSONNEL WILL SOON HAVE THE OPPORTUNITY TO ATTEND ADDITIONAL CONFERENCES ON THE SUBJECT OF [illegible] SUBSTANCE ABUSE PREVENTION STRATEGIES.

THE SCHOOL SYSTEM'S EFFORTS TOWARD PREVENTION OF DRUG ABUSE AMONG OUR STUDENTS DURING SCHOOL YEAR 1986-87 BEGAN AT THIS YEAR'S OPENING OF SCHOOL CELEBRATIONS, AS ALL STUDENTS WERE ASKED TO RECITE AND SIGN PLEDGES PROMISING TO WORK AGAINST DRUG AND SUBSTANCE ABUSE. THIS YEAR, AS IN PREVIOUS YEARS, THE SCHOOL SYSTEM'S PRIMARY APPROACH TO DRUG ABUSE PREVENTION WILL BE THROUGH ITS CURRICULUM. OUR COMPREHENSIVE, PREKINDERGARTEN THROUGH TWELFTH GRADE HEALTH AND PHYSICAL EDUCATION CURRICULUM, UPDATED IN 1984, IS DESIGNED TO RECOGNIZE THE STUDENT AS A DECISION-MAKER WITH FREE CHOICE WHOSE BEHAVIOR PATTERNS WILL BE INFLUENCED BY HIS OR HER VALUE STRUCTURE. ADDITIONAL DRUG EDUCATION IS ALSO PROVIDED IN HEALTH OCCUPATIONS, HOME ECONOMICS, AND SCIENCE CLASSES.

MOREOVER, THE SCHOOL SYSTEM'S DRUG EDUCATION EFFORTS ARE NOT LIMITED TO THE INCLUSION OF DRUG INFORMATION IN OUR REGULAR COURSE CURRICULUM. RATHER, THE D.C. PUBLIC SCHOOLS IS SEEKING TO STEM SUBSTANCE ABUSE IN A WIDE VARIETY OF WAYS. IN TWENTY-FIVE ELEMENTARY SCHOOLS, FOR EXAMPLE, SPECIALLY TRAINED TEACHERS ARE IMPLEMENTING A DRUG ABUSE PREVENTION MINI-COURSE FOCUSING ON SELF-AWARENESS, VALUES CLARIFICATION, COMMUNICATION, DECISION-MAKING, PROBLEM-SOLVING AND OUTREACH PROJECTS. ON THE SECONDARY LEVEL, A "SPORTS ACTIVITIES, NOT DRUGS" (SAND) PROGRAM, NOW BEING PILOTED IN FOUR OF OUR HIGH SCHOOLS, PROVIDES PEER COUNSELLING BY TRAINED HIGH SCHOOL ATHLETES.

I DO NOT WANT TO GIVE THE IMPRESSION, HOWEVER, THAT THE SCHOOL SYSTEM IS SOLELY RESPONSIBLE FOR ALL OF OUR DRUG EDUCATION EFFORTS. INSTEAD, WE ARE FORTUNATE TO HAVE THE HELP OF A LARGE NUMBER OF PUBLIC AND PRIVATE ORGANIZATIONS IN OUR DRUG ABUSE "PREVENTION THROUGH EDUCATION" CAMPAIGN. THE WASHINGTON AREA COUNCIL ON ALCOHOLISM AND DRUG ABUSE (WACADA), FOR INSTANCE, IS CURRENTLY IMPLEMENTING A RISK REDUCTION CURRICULUM IN SIX OF OUR ELEMENTARY SCHOOLS. SIMILARLY, THE METROPOLITAN POLICE DEPARTMENT, IN CONJUNCTION WITH SCHOOL SYSTEM STAFF, CONDUCTS A YOUTH AWARENESS PROGRAM, FOCUSING ON SUBSTANCE ABUSE PREVENTION THROUGH VALUES CLARIFICATION AND POSITIVE PEER INFLUENCE, IN EIGHT OF OUR SCHOOLS.

TWO OF OUR LATEST EFFORTS AT DRUG ABUSE PREVENTION THROUGH EDUCATION WERE DEVELOPED BY KOBA INSTITUTE PURSUANT TO THE SUBSTANCE ABUSE EDUCATION AND PREVENTION PROGRAM WHICH I MENTIONED ABOVE. AT THE SECONDARY LEVEL, KOBA HAS ESTABLISHED INFORMATION CENTERS AND AN ELECTRONIC GAME ENTITLED "PLAY IT SMART: THE CHOICE IS YOURS" IN ALL OF OUR JUNIOR AND SENIOR HIGH SCHOOLS. FOR THE PRIMARY GRADES, KOBA HAS CONTRACTED TO ESTABLISH A PROGRAM CENTERED AROUND A SELF-CONTAINED MOBILE CLASSROOM, WHICH WILL VISIT ALL OF OUR ELEMENTARY SCHOOLS AND OFFER UP-TO-DATE, FACTUAL INFORMATION ON PROPER HEALTH MAINTENANCE AND SUBSTANCE ABUSE PREVENTION.

BEFORE LEAVING THE SUBJECT OF DRUG ABUSE PREVENTION, I WISH TO SPEAK BRIEFLY OF THE SCHOOL SYSTEM'S EFFORTS IN REGARD TO WHAT I SEE AS ANOTHER VITAL COMPONENT OF THIS DRUG ABUSE PREVENTION EFFORT --- PROVIDING OUR STUDENTS WITH KNOWLEDGE OF, AND EXPOSURE TO, POSITIVE OPTIONS AVAILABLE TO YOUNG PEOPLE WHO AVOID THE EXCESSES OF DRUG ABUSE. NO MATTER HOW WELL-INFORMED STUDENTS ARE ABOUT THE FRIGHTENING FACTS CONCERNING DRUG ABUSE OR HOW OFTEN THEIR FEELINGS OF SELF-ESTEEM HAVE BEEN BOLSTERED, SOME STUDENTS WILL CONTINUE TO ABUSE DRUGS UNLESS AND UNTIL THEY HAVE A CLEAR CONCEPT OF THE POSSIBILITIES OPEN TO THEM IF THEY AVOID DRUG ABUSE.

OUR ATTEMPTS TO PROVIDE OUR STUDENTS WITH EVIDENCE OF SUCH POSITIVE ALTERNATIVES AND GOALS HAVE TAKEN MANY FORMS. FOR EXAMPLE, WE HAVE LOWERED OUR STUDENT-COUNSELOR RATIO IN ORDER TO INCREASE ALL OF OUR STUDENTS' ACCESS TO AN INDIVIDUAL QUALIFIED TO DISCUSS THE STUDENT'S ACADEMIC AND CAREER OPTIONS WITH HIM, AS WELL TO HELP HIM WITH ANY PROBLEMS STANDING IN THE WAY OF HIS FUTURE SUCCESS. IN ADDITION, WE HAVE CONTINUALLY ADDED TO THE NUMBER OF VOCATIONAL CLASSES AVAILABLE TO OUR STUDENTS, SO AS TO PROVIDE OUR STUDENTS NOT INTERESTED IN COLLEGE WITH EXPOSURE TO, AND TRAINING IN, A WIDER RANGE OF CAREER ALTERNATIVES.

IN ADDITION, WE RECOGNIZE THAT THE SCHOOL SYSTEM ALONE CANNOT PROVIDE OUR STUDENTS WITH A TRUE SENSE OF THE LIFE OPTIONS OPEN TO THEM, WE HAVE SUCCESSFULLY APPEALED TO THE COMMUNITY FOR HELP IN THIS EFFORT. BAY AREA BUSINESSES, AS WELL AS LOCAL AND FEDERAL AGENCIES, HAVE JOINED US IN FORMING PUBLIC/PRIVATE PARTNERSHIPS AND APPRENTICESHIP PROGRAMS WHICH ENABLE STUDENTS TO AUGMENT THEIR INSTRUCTION WITH FIRST-HAND KNOWLEDGE OF BOTH SPECIFIC CAREERS AND THE WORKING WORLD IN GENERAL.

STILL, WE KNOW THAT DESPITE OUR EFFORTS AT DRUG ABUSE PREVENTION, THIS PROBLEM STILL EXISTS AMONG OUR STUDENTS. CONSEQUENTLY, THE FINAL PRONG IN THE SCHOOL SYSTEM'S CURRENT EFFORTS TOWARD PREVENTING DRUG ABUSE IN OUR SCHOOLS CONTINUES TO BE AN ATTEMPT TO ELIMINATE THE AVAILABILITY OF DRUGS IN AND AROUND OUR SCHOOL BUILDINGS.

TOWARD THIS END, SECURITY AIDES LOCATED IN ALL OF OUR JUNIOR AND SENIOR HIGH SCHOOLS AND MANY ELEMENTARY SCHOOLS STRIVE BOTH TO HALT DRUG USAGE AND TRAFFIC AMONG OUR STUDENTS AND TO PREVENT OUTSIDERS' ENTERING OUR SCHOOLS FOR THIS PURPOSE. SHORT-BEAT POLICE OFFICERS, WHOSE TOURS OF DUTY INCLUDE SEVERAL SCHOOLS, WORK WITH OUR SECURITY FORCE TO ELIMINATE DRUG POSSESSION, USE AND SALES IN AND AROUND OUR SCHOOL BUILDINGS.

MOREOVER, RECENTLY-ENACTED BOARD OF EDUCATION RULES PROVIDE FOR STRICTER PUNISHMENT FOR THOSE FOUND PERPETRATING DRUG OFFENSES IN AND AROUND OUR SCHOOLS. UNDER NEW RULES SCHEDULED TO GO INTO EFFECT ON DECEMBER 1, ALL STUDENTS OVER AGE THIRTEEN, FOUND GUILTY OF POSSESSION, USE OR DISTRIBUTION OF DRUGS, ARE NOW TO BE AUTOMATICALLY SUSPENDED FOR A PERIOD OF TWENTY-FIVE SCHOOL DAYS TO TWO SEMESTERS, UNLESS EXTENUATING CIRCUMSTANCES EXIST. HOWEVER, DUE TO THE SCHOOL SYSTEM'S FIRM BELIEF THAT LITTLE WILL BE ACCOMPLISHED BY MERELY CASTING SUCH STUDENTS OUT ONTO THE STREETS, ANOTHER NEW BOARD RULE PROVIDES THAT ALL STUDENTS AGED SEVEN TO EIGHTEEN WHO ARE SUSPENDED MUST BE PROVIDED WITH ALTERNATIVE EDUCATION. PLANS FOR AN ALTERNATIVE SCHOOL IN WHICH SUCH STUDENTS CAN BE PLACED WERE [illegible] BY THE BOARD OF EDUCATION.

I WISH TO THANK YOU, CONGRESSMAN DYMALLY AND MEMBERS OF THE SUBCOMMITTEE, FOR AFFORDING ME THIS CHANCE TO ADDRESS THE ISSUE OF DRUG ABUSE IN THE D.C. PUBLIC SCHOOLS AND TO DESCRIBE OUR EFFORTS TOWARD ELIMINATING THIS TERRIBLE PROBLEM. I AM PREPARED TO ANSWER ANY QUESTIONS THAT YOU MIGHT HAVE.

DRUG FREE SCHOOLS

A Message for Students and Parents

Board of Education
District of Columbia Public Schools

INTRODUCTION

Not everyone uses drugs. But the pressures are there to at least experiment. Sometimes these pressures are very difficult to resist. For example, in the last few years the invitation to "party" has come to mean drinking and using illegal drugs like marijuana—meaning that if you go to a party it is likely that alcohol, marijuana or cocaine may be available.

It is common knowledge that most drug use does not take place at school, but rather at social events. However, some students, for a variety of reasons, bring drugs to school or come to school after using alcohol or drugs.

The "Drug Free Schools" campaign was launched in June 1986 to address the use and abuse of drugs and alcohol in the D.C. Public Schools. The campaign is being directed by the Round Table on Drug Abuse, an ad hoc coalition that was established to bring the resources of the total community to bear on drugs in schools.

TIPS TO STUDENTS

Say "No" To Drugs

They can:

- KILL YOU
- CONTROL YOU
- GIVE YOU A FALSE SENSE OF WELL-BEING
- MAKE YOU HURT OTHERS
- MAKE YOU HURT YOURSELF
- GET YOU PUT OUT OF SCHOOL
- GET YOU IN TROUBLE WITH THE LAW

TIPS TO PARENTS

Say "Yes" To Life

Help prevent drug use/abuse:

- Maintain open communication with your child
- Talk with your child about life goals and ambitions
- Establish realistic expectations for your child
- Be a role model yourself; Don't associate with drug crowds
- Look for the tell tale signs
  - —Changes in behavior
  - —Drop in school grades
  - —Absences from school
  - —Secretiveness about friends and activities

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RESOURCES

There is help for those who have a problem with drug use/abuse. In addition to teachers, counselors, coaches and administrators, there are a number of community organizations that can assist:

ALCOHOLICS ANONYMOUS
(Group therapy for alcohol and drug abuse
Open 10:00 a.m.–10:00 p.m.)
966-9115

WASHINGTON AREA COUNCIL ON ALCOHOLISM AND DRUG ABUSE
(Education, training, library referral, and 24-hour counseling)
1232 M Street, N.W.
Washington, D.C. 20005
783-1300

WASHINGTON COCAINE PROGRAM
(Outpatient treatment and counseling)
3701 Connecticut Avenue, N.W., Suite 3
Washington, D.C. 20008
364-8692

NATIONAL CLEARINGHOUSE FOR DRUG ABUSE INFORMATION
P.O. Box 416
Kensington, Maryland 20795
(301) 443-6500

District of Columbia Round Table on Drug Abuse

Office of the Corporation Counsel
Department of Human Services
Department of Recreation
District of Columbia Public Schools
Superior Court
Metropolitan Police Department
U.S. Attorneys Office

This publication was approved by the Committee on Student Services and Community Involvement. For additional copies, please write or call the D.C. Board of Education, 415 12th Street, N.W., Washington, D.C. 20004, 724-4289.

Mr. DYMALLY. Dr. McKenzie, I am concerned about reporting. If a teacher discovers a student with drug symptoms in the classrooms—sleeping late, dazing away—what reporting system do you have that will not incriminate a teacher as an informer, and then subject that teacher to possible abuse outside or in the classroom.

Ms. MCKENZIE. The teacher reports—in fact, one of the other things that we have put together that will be implemented this year is the substance abuse prevention team in each high school. However the teacher reports these symptoms to a counselor, they determine to call in family, to call in our other pupil personnel services, so the teacher is not accusing the student as a part of criminal action, but the teacher has recognized, and they are trained to recognize, all of our employees, the symptoms, and then we deal with what we find that will come from an examination of the symptoms that the student is displaying.

Mr. DYMALLY. What about the case of a student wanting to report another student, and how do you protect that student from being revealed?

Ms. MCKENZIE. The report of a student or staff member is confidential, and we encourage students to let us know, and they do. Sometimes in certain schools we have not detected a certain student as a distributor, and were it not for a student alerting the school administration who keeps that information confidential and works with the short-beat policeman and others so that we can really catch that student in the act—while students don't generally like to tell on each other, we find that in instances of drug abuse, more and more students are sharing information.

Mr. DYMALLY. You have a system for unanimous reporting so that the student or teacher does not have to reveal their name or their person.

Ms. MCKENZIE. No, they do not have to reveal the name. Just bring the situation to the attention—some students tell parents who call in.

Mr. DYMALLY. Can they phone that information to a counselor?

Ms. MCKENZIE. Yes; they will phone it in either to central administration, phone it into the school, and therefore it takes the burden off—we don't even record the parent's name. For example, we had the case of a student who was in debt, and the parent believed in debt to another student for purchases of drugs.

The parent called it in, and we acted on that information without involving the parent or the other student.

Mr. DYMALLY. Counsel.

Mr. ABDULLAH. Mr. Hall, I just have one question. On the implementation of the alternative school, there has been some question about the stigmatizing effect of placing kids in special education. Do you anticipate the same kind of stigmatizing effect on children being placed in this alternative school as a result of not being able to attend regular education? And if so, have you considered what kind of an effect it might have on the kids' future, perhaps?

Mr. HALL. Please understand that the special alternative school would really be for students who have been charged with serious crimes. I think if there is any stigma that is attached to being charged with a serious crime, then, yes, that stigma would follow that student to the school. Let me say that the special staffing of

that school and the preparation which is being made for the opening of that school in December, take into consideration, first, that there may be a low self-concept for the person, and sometimes that low self-concept or the other reasons which we have noted for persons not doing well in school, flow from, perhaps falling behind the class from inability to read, sometimes not having what others have, and the student beings act differently.

Now, once a serious crime has been committed in the judgment of the administration, the principal or the regional superintendent or even the superintendent that a student should be removed from the comprehensive high school or from a normal school environment and placed in the alternative, it is a step which will allow a student to get more attention, more individual attention than that student would have received had that student remained in the comprehensive high school.

On the other hand, it, I think, provides something which our police department, I would hope, would agree is far better than simply expelling the student, which other jurisdictions are doing, out of the school environment entirely. If the student is expelled and placed in the street without any educational program, the likelihood of that student committing another crime is far more greater than if the student is placed in the alternative school. So I think we have to balance the question of whether there will be a stigma against the social good or social evil of us not taking the kind of action that we are taking, and I think we—the board decided that it was better to try and select staff members and special counselors and instructors who understand the problems these students have had before reaching this point to try to build the self-esteem, confidence, respect themselves and others, so that those students begin to see themselves as people who can take this opportunity as a last chance before taking that final step, and that is becoming a member of the criminal community.

I think there is a bridge between 13 years old and about 19 years old. During that period many students haven't yet decided just what they are going to do, and so they are looking around for role models. Now, some have looked at the role models which are provided for in the criminal community and are rapidly making their minds up to become criminals. Years ago, when I ran an alternative school, and I counseled students who were on their way out of the alternative school, what I used to say to them is:

> Now is decision time. Do you want to be a good crook? Do you want to earn your money legally? Do you want somebody to take care of you the rest of your life? Now you have got to make a decision.

Now I get letters from those who decided they wanted to be good crooks, and they are over in Lorton now. There are others who decided they didn't want that option; that they wanted to take this last opportunity to get their education or they wanted to go to work. Some of them are now working for the police department. I hope they are doing a good job over there. But I think between those ages, young people have to get a great deal of assistance in making those life choices, and that's why I think Pause—Pause is the name of the alternative school. It was created by the board and

by the superintendent to provide that last chance for students to take another look at life before they make that decision.

Many times it is not a conscious decision. A student is with three or four other people, they go to a 7-Eleven. Somebody decides to stick the place up, four or five of them end up in a car, and all of them are arrested. Circumstances sometimes bring a young person into conflict with the law, and maybe even if the person is charged with a serious crime, that moving into the alternative school environment will help us help that young person far more than if we had left the student in the normal school environment.

Mr. ABDULLAH. Mr. Hall, the instructors in the alternative school, can you just tell us a little bit about how they are recruited and what their special training would be.

Mr. HALL. Let me just say that the school is being developed now. We are looking at a startup time of December. The superintendent is going to talk more about staff selection. I think the special concern—I think we are going to be looking for people who are interested in going beyond the requirements of the job; people who are concerned and committed. I think it is going to take a person who is interested in more than simply having a teaching certification certificate and a diploma or a degree from an accredited institution to go into a school like that and really make a difference.

It has to be a person who is interested in affecting another person's life with their own lives. These students are affected greatly by role models and by what you are, more so than what you say. They are very used to people saying lots of things. They don't respect that. They do respect people living what they say. I think that kind of continuity in lifestyle and doing what you say you do, and living what you say and what you are asking them to do, is one of the factors that we should consider.

Ms. MCKENZIE. Let me be very brief. This staff is going to be selected probably more carefully than any school we have, because we were concerned that—we didn't want to put kids together who had been in trouble to make them worse by having them all together. So the pupil/teacher ratio is small. The board voted 1 to 14. We have psychologists, social workers to help the family move through social problems they are having. We will select master teachers. They will get a stipend over and above a regular teacher to do this job. They will also be trained in techniques of remediation because so often students who get into trouble have fallen behind, so we will be using the latest techniques in helping youngsters to make up academic deficits.

We don't see it as a long-term facility. The board voted that we could only have 150 students in it at one time, and our objective will be to work with that youngster and that family, move them in and out, reclaiming that youngster very, very quickly, and providing some followup support so that we can prevent recidivism. So, it is an exciting concept. We looked at programs similar to this one nationally because we wanted to develop a model, not a dumping ground for kids who are in trouble, but a way to see if that once they get into trouble, we can make them whole again and even better people.

Mr. DYMALLY. I have one question. Subcommittee counsel has another. Tell me something about security in the classroom, on the

playground. How do you prevent outsiders from coming in, and is it an offense for someone to loiter in and around the school?

Ms. McKENZIE. We have a fairly large contingent of security aides assigned to our secondary schools and some of our larger and more vulnerable elementary schools. These persons spend the entire day policing the grounds to make sure that outsiders stay out, that students stay in class, and that the grounds are free of as much traffic as we can possibly have them. That cadre of people comes up to a number of almost 100 with a number of about 7 investigators, so we have a fairly large security force.

Mr. DYMALLY. Is it an offense in the District to loiter around the schools or on the playground?

Ms. McKENZIE. You go ahead. It is an offense.

Mr. HALL. Chairman Dymally, it is an offense. In fact, a person could be charged with trespassing. What we did when we set up this particular policy was to meet with the police department and the U.S. attorney's office together. We ask our police—and we know that these are the kinds of cases that policemen in many instances don't want to bother because they usually are not papered.

If a person comes into a school building and is unauthorized, does not stop for a visitor's pass, and is found in the school, the person is usually asked to leave. Now, that was the way we were doing business, I guess, before 3 years ago. We had a rash of problems a few years ago. We decided to strengthen the policy and to ask our security aides or principals to call for a police officer to make an arrest if a person was found in the building, and to charge that person with trespassing.

Once that charge was made, we ask our U.S. attorney's office to actually prosecute the case for trespassing. Now that was to bring about a deterrent effect. If people felt that they could walk into a school building and hide in a bathroom or walk in a stair well and not be arrested for that, they could simply wait. If they were asked to leave, they could leave and come back later and do this three or four times. We wanted them to know that we couldn't play with people with that sort of thing.

If they had school business, we wanted them to come to the principal's office, get a pass, go to the classroom, visit with a teacher, turn in the pass, and leave the premises. That's the policy that is in effect now. The security aides are placed at the front of each building. They patrol the playgrounds, and persons who are on the grounds who do not have permission could be subject to an arrest. If they are arrested for that, we have the assurance of the U.S. attorney's office that they will actually be charged with those offenses. Even though the penalty may not be great, if you have good intentions, you will go to the office and you get a visitor's pass, and if you don't, then we feel the arrest may be appropriate in those cases.

Mr. TEMPLE. Last Wednesday there was a front-page article in the New York Times about drug education programs. What the article reported was a study which suggested that some drug education programs have the reverse effect, of course, of arousing students' curiosity about drugs and, therefore, subsequent—I just wanted to know whether you might have considered that factor in planning and structuring the drug education programs, and funda-

mentally, do they really reach the students; not where we are as adults, but where they are as children and as youth.

Ms. MCKENZIE. I believe that we must continue to examine our drug education programs. They are not a panacea. I think that unless the drug education programs is sprinkled with decisionmaking and problem-solving skills given to students that they won't have the effect that we think they will have, and some students are made more curious by hearing about different drugs and their effects.

So from my perception, drug abuse is a symptom of something else gone very much wrong in our society. So while we deal with drug abuse, we have got to deal with a whole lot of other things like how kids feel about themselves, how they make decisions, what do they believe is right and wrong. What are their understandings about their responsibilities? So that is why, as we shared with you what we are doing, we are dealing with a number of strategies, among them—all of it educational, but with some components that give that youngster some ability to handle his and her life, not just providing information about drugs.

Mr. DYMALLY. Thank you very much, Mr. Hall and Dr. McKenzie.

Our next witness is Mr. Harold Fisher, president of the Washington Teachers Union. Mr. Fisher.

STATEMENT OF HAROLD FISHER, JR., PRESIDENT, WASHINGTON TEACHERS UNION

Mr. FISHER. Thank you, Mr. Chairman. I have prepared a statement, and I would ask the Chair to enter it into the record.

Mr. DYMALLY. Without objection, it is so ordered.

Mr. FISHER. Thank you.

Mr. Chairman, rather than read a prepared statement, I think that there are some things that I would like to discuss this morning as president of the Washington Teachers Union before your committee. First of all, we are somewhat encouraged by the school system's move toward getting a handle, if you will, on the drug abuse problem in the D.C. public schools.

However, the problem that we see is that the school system, as usual, has not looked upon this as a shared responsibility, a responsibility between not only itself, but with employee representatives. In the Washington Teachers Union in particular, since we represent some 5,800 teachers in Washington, DC, we have had no consultation whatsoever, and we have been invited by the D.C. Board of Education for consultation on this matter.

Indeed, the first we heard of it was in a news broadcast, TV program of the news, indicating that such a program was being contemplated for inclusion in the school year, and that bothers us because it is the employees who will bear the brunt of the implementation of this design. It is the employees, those teachers, and other employees of the D.C. public school system, principals, assistant principals, who will be responsible for seeing to it that this particular program actually works. Yet the representatives for those organizations have not been involved in the preparation of this design.

I would also bring attention to the fact that we are talking not only about drugs, but we are talking about poverty. This is not a large affluent school system. We have large pockets of poverty within our communities, and as the black family reunion event on the mall pointed out just this past few weeks ago, we have a big problem in terms of illegitimate births. In fact, we are looking at some 200,000 illegitimate births whose kids will turn age 13 this year.

The period between age 13 and age 20 is the period of image building. As educators, we are well aware of that, so that these kids start off with an image that is not a very positive one; 200,000 of these children are spread across this Nation. Is it any wonder that we may have situations where these children, because of the situations, are not necessarily looking positively at the community.

Welfare reform programs and social programs have been cut by the Reagan administration to the point where they no longer address the kinds of problems that we are even talking about here. The social programs that we now have still encourage single parenting, rather than encouraging a family atmosphere. But above that, there are teacher risks involved in any plan that might be devised by the system.

We have just heard the superintendent and the president of the board refer to a referral system, and I was very dismayed at the answer to your question about the risk to teachers. I heard it said that students would be protected in terms of turning information over to staff, but I didn't hear anything about staff being protected. The counselor who receives this information and calls any parent, that parent will know right away what teachers that child is involved with, and they will try to make some determination what teacher turned in their child.

It is not a question of whether or not there is an accusation of illegitimate activity. The question is whether or not there is some form of anonymous reporting for that staff employee. The school system, in its poorly designed plan, has again ignored this fact, and is placing teachers in a position of jeopardy with regard to this.

I have seen in my 20-plus years in the school system many teachers attacked by parents for something no less than a failing grade. So what will happen to a teacher, counselor who calls a parent with regard to an alleged drug problem, whether it is a use of the drug or selling of the drug. We have also heard some talk about staffing, and our system is woefully inadequate in staffing.

This year the school system hired some 300 teachers, but ignored the fact or perhaps wasn't aware that there would be an increase in our early childhood education program. I understand that there is a movement now in order to reduce that, but what does that have to do with this? We have to get to our children early. We are talking about a 1-to-14 people/teacher ratio in a special school, and we do 1 to 28 and 1 to 30 in early childhood education.

If we don't start there to deal with a 1 to 1 situation or a reduced situation with our children, it does no good to start a special school when that child has turned 13, 14, 15, or 16 years and expect that you are going to deter that child from any sort of criminal activity. The training program for teachers we viewed as a joke. Teachers are being asked to take certain courses or a seminar or a program,

if you will, so that they can identify the symptoms of drug use. That's great, but what do we do with it afterwards? Is it expected that the teacher, again, is going to turn somebody in; the principal is going to turn someone in?

I dare say that many teachers in the system would tell you if they could testify today that they have been threatened by students. They have been threatened by parents. They have been threatened by uncles and aunts and cousins and anyone else who can walk through the door, and that more than likely they would have nothing to do with a system that would not protect them in the reporting.

Let's talk about enforcement also. Access to schools by outsiders is a big issue in this system. We have a small force—I won't call it a large force—of security staff who are already overloaded in what they are being asked to do. For the most part, the security aides sit at the front door of most schools where they are assigned, and when you walk into that school, you sign in at the front door, and they direct you to the school office. But some of our larger schools, Spingarn as an example, Cardoza, Woodson Senior High have as many as 14 or more entrances. Some, like Cardoza, may have as many as 30 entrances.

We don't have the staff to place at all of those entrances, and I defy anyone in the school system to tell you, Mr. Chairman, that because those are fire doors and they remain closed because of fire regulations that students or outsiders or anyone else who wishes to get through them can't get through them. Some years ago when the principal of Cardoza High School was struck down by a bullet from a gun from an outsider, this union recommended to this school system, and this was the early seventies, that cameras be placed over the doors, at these entrances that could not be monitored, so that someone sitting in the central office could monitor those doors.

To this day that has not been done in one single school in this system, and yet now we are being told we can do the job with a small force of security people. I believe that the situation in the schools at the moment says that cannot be done. We have also the bringing in of weapons, other paraphernalia into the school buildings under concealment by students. There are no devices at any of the doors in the D.C. public schools that would detect illegal metal devices, be they guns or knives or what have you.

Certainly, it is something that if the Congress of the United States and the Senate of the United States sees fit that such devices be placed at the doors of the Senate and the Congress; that certainly we could do no less to protect our children in the public schools. Detroit has such a program. I could not tell you the extent that it has been successful, but certainly it has to have been successful enough to deter some of the kind of activity of bringing illegal arms or what have you into the public schools.

We seek a solution that will involve all of this community, the community organizations, the city agencies, the police department, employee representatives from employee organizations. We don't believe that the school system hierarchy has the solution. No one in this community has the answer to this problem, and unless all of the members of the community are involved in getting an

answer to this problem, any such program which alludes to have the answers as presented by one side, deceives itself in terms of reaching a solution.

We propose that there be a hotline not only for students, but for teachers, that the calls be made in an anonymous nature. The police department has such a program for reporting general crime in this city, and why shouldn't the school system have such a program. We believe that the police department should have the authority in suspected drug abuse cases to use—if they don't already have the authority—to use drug detection dogs to go into a situation and seek out the drugs.

Last, Mr. Chairman, we do have one other concern, and that is a constitutional one. In Boston recently, the Federal courts ruled that random drug testing without any suspicion that there is activity of this sort going on is unconstitutional. We see the school system moving toward that kind of testing, and we oppose that. I want to make it clear for the record that we are not opposed to identified persons where there has been alleged selling or use or what have you, getting the full punishment of the law and testing or whatever else needs to be done. But we believe that it would be a terrible mistake for this school system to embark upon a course of random testing of students or employees, and that to do so, as the Federal courts have already indicated, would be a violation of the constitutional rights of students and employees of the system.

Thank you very much, Mr. Chairman.

[The prepared statement and attachments of Mr. Fisher follow:]

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Harold Fisher, Jr.
President

September 22, 1986

The Honorable Mervyn Dymally, Chairman
Subcommitte on Judiciary and Education
United States House of Representatives
Washington, D.C. 20515

Mr. Chairman and members of the Judiciary and Education Subcommittee, the Washington Teachers' Union appreciates the opportunity to share views with you on the serious matter of drug abuse in the D.C. Public Schools. My name is Harold Fisher, Jr., and I am privileged to serve as the President of this organization.

It should be noted that the Board of Education of this city has previously established a drug abuse program applicable to employes and students of this system. The Union was not invited to participate in those deliberations. Routinely, I suppose, whatever the program design, the Board of Education will expect teachers in the classroom to write, file and collate the records, and this without having consulted the Union.

This, Mr. Chairman, occurs in addition to the growing accumulation of documents and reports weighing upon the classroom teacher. Moore and more pure teaching time must be given over to these 'related tasks'.

Nevertheless, this issue is not an abstract one for us. We must face the drug using pupil, the drug pushing pupil, the uncertainty of day to day incidents and the related risks.

Teachers are, by virtue of the classroom inter-relationships, deeply involved, ready or not.

We, therefore, appreciate the invitation from Mr. Temple of your staff for preliminary talks on September 18th. More than this, Mr. Temple provided deep insights as he skillfully guided the discussion.

Accordingly, the Washington Teachers' Union endorses the establishment of a task force assigned to develop the plans and strategies to counter the drug threat. That task force should be a broadly conceived umbrella organization pulling together the varied inputs and experience of a largely diffused attack on the problem.

Such a task force should be representative of the community organization, city agencies, and employee representatives. Funding and staffing should be provided commensurate with the importance of this undertaking. Such a task force would remove the issue from emotional and political posturing.

The Washington Teachers' Union, in addressing the immediate issue in the schools proposes the following:

1. The installation in all school buildings the metal detection equipment at all entrances used by students and non-students. These devices will insure the detection of metal weapons associated with this and other inappropriate activity.

2. It is reasonable to assume the school administrations proprietorship of school equipment provided by the system. Therefore, lockers for students should be subject to an authorized equipment inspection by school authorities and other appropriate authorities.

3. The Union endorses the proposal for telephone "hot-lines" for teachers and students. Where anonymity is requested, it should be provided, triggering a follow-through investigation.

4. The Washington Teachers' Union, additionally, proposes the use of drug detection dogs where a reasonable determination that drugs on the person, in lockers or other places exist.

Having raised these responses to the incidents of drug use and abuse, we raise some of the complexities involved.

To begin with, a Federal judge has ruled against testing of employees for drug use as a violation of privacy, a Constitutional right. In this connection, the Union must concur with this decision as a lay interpretation.

But there are other difficulties in this undertaking which poses barriers already inherent in the strategies now current.

[1] Rehabilitation programs are being criticized for inadequate funding. While the White House acceleration of the issue in the political and public discourse is welcome, Federal funding falls far short of the need. I may add that the "New Federalism" approach to a mission of this magnitude seriously underestimates the enormity of drug encroachment. This condition is evident in the local police department experience where repeated raids, arrests and incarcerations are met with different and renewed strategies by pushers.

Moreover, this school system is without adequate physician and nursing care staffing to cover the minimal student needs. Drug abuse cases involving students would be just another unmet burden under present conditions.

[2] Ricardo Martinez, a deputy prosecutor for Kings County, Washington, which includes Seattle, described this encroachment as ". . . an invading army. And I fear we are losing the battle." Sargent Dennis Sesma of the San Diego Police Department: "Crack is found as easily as marijuana ten years ago in high schools, junior high schools and some elementary schools."

Currently, the District Police Department seizes cars used in drug transactions forcing payment of fines for repossession. Massachusetts provides an added dimension. The seizure of drug transaction funds. These are applied to the costs of anti-drug programs.

The suggested remedies or detection strategies noted earlier in this paper, Mr. Chairman, rests upon certain assumptions. While the schools are public buildings, entrances to them are susceptible to the safeguards similar to those in this and other public buildings.

Lockers provided by the public schools for the specified purpose of storing personal belongings, clothing, books, lunches and other property, remain the property of the school system. Drugs, arms or weapons or other effects incompatible with normal educational or school use may be barred. Violation of such a ban may invited inspection.

And of course, possession of banned weapons and substances must be established as violations by those entering the premises.

We wish now, Mr. Chairman, to turn to more positive reflections on this matter. Again, we must acknowledge the value of the dialogue generated by Mr. Temple and the insight he contributed to it. The idea is to generate an alternative choice to children exposed to drugs. It is the positive emphasis on gaining acceptance in constructive endeavors.

It is, Mr. Chairman, the organized endorsement of rewarding and fulfilling activities leading to tangible results.

In a northeast D.C. apartment complex, youth have been challenged to perform well in schools and community. The promise, which has been kept, is funding for college study. That program enjoys success and channels youth in another direction.

In New York, an industrialist promised each student in a Harlem public school a $2,000 scholarship for each year they stayed in school to be applied to their college tuition. Apparently, it works, Mr. Chairman. He is being sought after by other city school systems to describe his plan.

And, I think our Federal government can play this positive role, also.

I share the view, though without any claim to expertise in these matters, that children cannot continually hear "don't" or "no". Possibly there should be some more affirmative "do's" and "yes". There surely must be a better way than drugs, jails and death in the search for self-esteem, joy and a fuller life.

Thank you, Mr. Chairman, and Committee members for your consideration of our position. Certainly, we will support this effort.

Respectfully,

Harold Fisher, Jr.
President

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- FOOTNOTES -

1/ New York Times, September 14, 1986

2/ Ibid.

3/ Ibid.

[From the New York Times, Sept. 16, 1986]

Drug Tests Gain Precision, But Can Be Inaccurate

(By Lawrence K. Altman)

Advances in biotechnology have enabled doctors to test people for drug use with greater precision than ever before. But the tests are expensive, difficult and, if not done properly, can be highly inaccurate, experts say.

A Federal study has shown that many laboratories have made such serious errors in testing urine for evidence of drugs that the results were unreliable much of the time.

The Government and some professional organizations have begun an attempt to raise industry standards. They are taking initial steps to insure better quality control because false results can have devasting effects, costing people jobs and reputations.

Testing urine for drugs has been done for many years at methadone clinics and others specializing in the treatment of drug addicts. But the number of such tests has surged as the military and a growing number of companies check their personnel.

EXECUTIVE ORDER ON TESTING

President Reagan signed an executive order yesterday authorizing mandatory drug test for Federal employees in sensitive jobs. The order will affect only employees of the executive branch, not employees of Congress or the judicial branch.

The White House Counsel, Peter Wallison, said he could not estimate how many workers would be affected by the order. He added that the President's plan calls for agency heads to establish testing programs according to the "agency's mission and its employees' duties and the danger to the public health and safety, or to national security."

Attorney General Edwin Meese 3d said political appointees, workers with access to classified information, and employees involved in law-enforcement functions, would be subject to mandatory testing. Mr. Meese declined to estimate how many employees might be tested.

Drug testing has become big business, costing about $200 million a year, according to Louis Frisina, an analyst with Boston Biomedical Consultants, a marketing research firm. The military spent $47.6 million in the fiscal year 1985 for three million tests for abused drugs, according to Dr. John Mazzuchi of the Department of Defense.

And if drug testing was expanded to include the annual testing of the 100 million Americans in the work force, experts calculate that the costs would reach several billion dollars.

"In the climate where there's money to be made, inevitably there will be incompetent and inadequately staffed laboratories," Dr. Bryan S. Finkle, a leading toxicologist at the University of Utah in Salt Lake City, said in an interview.

"The tests are very easy to do badly and very difficult to do well", Dr. Finkle said.

Dr. Don H. Gatlin, chief of clinical pharmacology at the University of California at Los Angeles, said that drug-testing firms "vary tremendously in quality from laboratory to laboratory as well as within the same laboratory on a day-to-day basis because the tests require skill in interpretation, and the reliability of the results depend on who does the test."

In the spring of 1985, experts at the Federal Centers for Disease Control in Atlanta, reporting in The Journal of the American Medical Association, said they had found a "crisis in drug testing." They based their report on a study of 13 laboratories that served 262 methadone treatment centers in the United States.

BLIND TESTING IN LABS

The Federal scientists added measured amounts of drugs to hundreds of specimens of urine that were submitted periodically for testing to the laboratories through the treatment centers. The drugs included barbiturates, amphetamines, methadone, cocaine, codeine and morphine. The laboratories were unaware they themselves were being tested in some instances—"blind testing"—and aware of it in others.

The results varied widely, from zero to 100 percent correct identifications for various drugs. The study, which used 80 percent accuracy in detecting evidence of drugs as an acceptable performance level, said one of 11 labs met the standard for barbitu-

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rates, zero of 12 for amphetamines, 6 of 12 for methadone, 1 of 11 for cocaine, 2 of 13 for cocaine and 1 of 13 for morphine.

The rates of error were of a magnitude comparable to those found by other investigators. The tests were part of a series that were carried out from 1972 to 1981, but the results were not reported until 1985.

The Federal scientists concluded that greater care was taken with samples when the laboratory knew they were being evaluated than with routine samples; that laboratories were often unable to detect drugs at concentrations called for by their contracts; and that the observed underreporting of drugs might threaten the treatment of drug addicts.

A spokesman said the Centers for Disease Control are no longer evaluating drug testing laboratories.

Dr. Richard L. Hawks, chief of the research technology branch at the National Institute of Drug Abuse in Rockville, Md. said that the technology for detecting drugs in urine "will work, if used properly, but we don't know how often it is used right."

GUIDE TO ESSENTIALS OF TESTING

Dr. Hawks said that his agency was striving to develop a voluntary evaluation program so it could develop a list of drug-testing concerns that met its standards. Also, Dr. Hawks said he and other institute employees hope to publish by late October a guide to the essentials of proper drug testing of urine. One aim will be to help business executives select competent drug testers.

Another aim is to stimulate companies contemplating drug testing to decide in advance a policy to deal with individuals for whom tests show they have used illegal drugs.

Also, according to Dr. Finkle, organizations such as the American Association of Clinical Chemists are planning to hold meetings to discuss ways in which standards of laboratory testing can be monitored.

Each step in the testing of drugs must be documented because the process is fraught with potential for error, from the initial collection of a sample to the final report, one that may be challenged in court.

A trusted worker "must watch each person urinate into a bottle," Dr. Robert Newman, president of Beth Israel Hospital in New York said. "If that is not done, it's a sham" because of the potential for switching, contaminating or mislabeling a sample.

The most accurate testing programs involve two phases of testing. First is a screening test. If that test indicates the presence of a drug, then a much more expensive and advanced confirmatory test using a different technique is carried out.

There are limits, too, to the meaning of a confirmed test. Most experts say it tells only that someone has ingested the drug being tested for but, in general, not how much of the drug was taken and when.

Screening tests, which identify a drug or its breakdown product, must be designed specifically for each drug being sought. In testing for cocaine, for example, scientists usually identify a metabolite known as benzoyl ecgonine. However, screening tests are not available for every known drug or substance.

"All techniques have their limitations," said Dr. Arthur J. McBay, the chief toxicologist in the Office of the Chief Medical Examiner for North Carolina, a professor at the University of North Carolina in Chapel Hill.

HOW ERRORS OCCUR

Errors can occur because some techniques depend on interpretations of data and subjective evaluations such as identifying the location, size and color of a spot on a piece of test paper.

Also, prescription drugs and foods can affect the accuracy of the results. Though the established list of such interfering substances is known to those who do the tests, new ones sometimes come up.

Dr. McBay cited a case in which initial tests indicated that many members of a sports team were taking marijuana. However, further study showed that those who had positive test results had taken an anti-inflammatory drug, leading to the recognition that such substances can produce false positive test results for marijuana.

If the preliminary test does not indicate the presence of the drug being tested for, the process usually stops, even though someone who has taken a drug may escape detection (a false negative).

Experts interviewed said that because of the complexity of the problem, little reliable information exists to determine how often a test falsely indicates that drugs

are absent from a sample. Some false negative results reflect errors made in the laboratory. Some samples might contain smaller amounts of a drug than the laboratory is willing to accept as a minimal level of detection. At other times, the drug might not be detected because the sample deteriorated from improper storage or because it was collected long after someone ingested a drug.

Test results that say incorrectly that drugs are present are more crucial because the results could lead to a false accusation.

Most drug testing concerns can perform screening tests but not all have the technology to do the confirmatory tests. And if they do have the equipment, not all have proper quality controls to insure that technicians who do the tests know how to do them reliably.

Most experts said they believed the combination of techniques called gas chromatography and mass spectrometry to be the most reliable confirmatory method, with accuracy in the high 90-percent range. Such confirmatory tests can cost $100 each.

Thus, sloppy preliminary testing can lead to high costs for confirmation.

Selection of drug testers is often based on competitive bidding, and some experts contend that that process leads to false economies, with contracts often being awarded to the bidders who may have had no prior assessment of the accuracy of their testing capabilities.

Dr. Finkle said there are "about a dozen competent urine drug testing laboratories in the country but it is hard for many to exist" because they had to lower their fees or take shortcuts because of competitive bidding. Many drug testers do not have the inhouse quality control measures that characterize good laboratories, Dr. Finkle said.

But even good quality control measures cannot be regarded as infallible. Just as automobile manufacturers produce lemons, random errors will happen in drug testing, Dr. Finkle said.

Because so much is at stake to the individual whose tests show the presence of drugs, experts said that there are bound to be an increasing number of poorer neighborhoods and then into more affluent areas has puzzled some of the authorities.

Dr. James J. Lukes, who supervises a Cocaine Anonymous chapter in Lynn, said: "I ask a kid in the fourth grade, 'What is a drug?' And he says, 'Something to make me better.' I ask a teenager and he says, 'Something to make me high.' Where does the change take place?"

CONFISCATIONS IN BOSTON

Twelve vials of crack were confiscated in Boston in February, 65 in March, 120 in April and 1,051 in May, according to the Drug Control Unit.

Social workers said rehabilitating crack users was an expensive, risky procedure since those seeking treatment get in worse physical shape sooner than addicts of other substances. Some crack users spoke of becoming hard-core addicts within days of their first experience with the drug out of curiosity.

For others the lure is economics, selling crack to others to finance their own drug habit. "We have mothers with babies hanging on their skirts selling crack and using the money to buy food for their kids," said George Hicks, founder of the Urban New Well, a Newark drug treatment center. "The kids see that when their parents start selling drugs, they start eating good. They get a new pair of sneakers, new jeans and other things they couldn't afford before. The parents don't even think in terms of poisoning children with this stuff."

Even newer on the drug scene, warned Mr. Hicks, is "black mud," a form of heroin that is smoked, and "space missile," a form of crack with hallucinogens and ether.

Many agreed enforcement alone was insufficient. "There are just so many bad guys out there against so few good ones," said James King, head of Detroit's crack task force. "We have to educate the public and it has to be stopped at the community level."

WORRIED CITIZENS ARE JOINING OFFICIALS AROUND U.S. TO FIGHT SPREAD OF CRACK

(By Andrew H. Malcolm)

CHICAGO, Sept. 12.—The rapid and continuing spreak of crack, an inexpensive and extremely addictive form of cocaine, is igniting a groundswell of concern among law-enforcement agencies, rehabilitation workers, and urban residents and groups nationwide.

With the number of cocaine-related deaths and drug-related crimes already increasing, the authorities and average citizens in many cities are taking a variety of new steps to combat the problem, from increased drug raids and opening new hot lines for telephone tips on dealers and users, to neighborhood rallies and school educational programs for students as young as first graders.

In Philadelphia this month, Temple University's president, Peter J. Liacouras, outlined a toughened policy on campus drugs, including mandatory drug testing and treatment for all university athletes. The Jersey City policy are introducing a special course on crack for teachers there, while Newark schools devoted an entire day in June to classroom discussions and warnings about the drug.

SUSPECT BEATEN IN SEATTLE

"Crack is the biggest seller on the drug market today," said Newark's Police Director, Louis E. Greenleaf.

At a Seattle citizens meeting on crack a few weeks ago, one angry speaker urged residents to grab baseball bats and help destroy neighborhood drug houses; after the meeting, 15 youths did seize and beat up a man they suspected of dealing drugs.

While not condoning vigilantism, the authorities are pleasantly surprised to find special receptivity for their anti-drug efforts in minority communities, which seem particularly hard hit both by the growing number of addicts and the crimes they commit to finance their habit.

BLACKS URGED TO REPORT PUSHERS

Joseph E. Lowery, president of the Southern Christian Leadership Conference, urges blacks to turn in drug pushers regardless of race.

"We are devastated spiritually and emotionally by what crack and other drugs are doing to out people," he said, "We are holding rallies and marching and singing freedom songs just as we have done through the years. Drugs represent the new lynch mob that is more effectively killing our people than the old lynch mobs."

Crack, which gets its name from the sounds the drug makes while being refined, comes in a ball of processed cocaine and is smoked, producing an almost immediate powerful stimulation of the central nervous system. Although cheaper than usual forms of cocaine—one crack, or rock, can cost as little as $5 in some places—it is more rapidly addictive. And although the euphoria produced by the drug is quicker and higher, it is shorter, meaning crack users need more of the drug to maintain their habit.

A PROBLEM FOR YEARS

It began attracting wide attention in a handful of the largest cities, such as New York, Miami and Los Angeles, beginning 18 months ago, but its presence has been felt longer. "Crack has been a problem in the black community for years." said Theodore Freeman of Jersey City, president of the Hudson County Urban League, "but it didn't get any media attention until its effects become apparent on white society. It's an epidemic now."

Crack still appears to be worse in large coastal cities such as New York, Miami, San Diego, Los Angeles, San Francisco and Seattle, than in large cities farther inland. But the easily produced drug has begun appearing regularly in those cities, and even in rural areas, and the police are gearing up for a serious outbreak soon.

"It's not a big problem here yet," said Sgt. Leman Dobbins, a narcotics detective in St. Louis, "but it's coming. Crack is growing in leaps and bounds."

Dr. Herbert D. Kleber, a Yale professor who is director of two substance abuse rehabilitation programs in New Haven, said: "Last fall we began to get a trickle of crack. But I still don't think we have an epidemic." He noted that Connecticut's drug patterns typically ran at least six months behind the state's prime source of illegal drugs, New York City.

The authorities and rehabilitation workers in Chicago say drugs in general remain the most serious social and criminal problem facing the nation's third-largest city. The city's narcotics squad has grown to 114 full-time officers. But they report crack is extremely scarce. "We've had very, very few samples found," said Sgt. John Killackey. "We can't figure it out. but we're not complaining."

Other cities, however, are already combating serious crack problems. "Rock cocaine is a plague," said Ricardo Martinez, a deputy prosecutor in Washington's King County, which includes Seattle. "It's like an invading army. And I fear we are losing the battle."

The Seattle's police seized 4,000 grams of cocaine in the first six months of 1986, nearly three times the 1984 rate. Search warrants for suspected "rock houses" have quadrupled. Drug arrests have doubled. And county hospitals report emergency room admissions for cocaine-related problems have grown to nearly five a week from three.

'EXTREMELY ALARMING'

"This is an extremely alarming situation," said Robert Booth of Colorado's Department of Health.

Denver's police do not yet differentiate between types of cocaine arrests, so figures on crack arrests do not exist. "We've encountered more crack here," said Matthew Marr assistant special agent in charge of the Drug Enforcement Agency in Denver, "but not anywhere near the amount you find back East or on the West Coast."

Mr. Marr cautioned, however, against overreacting to the problem of drugs in general and crack in particular. He said he appreciated journalists' attention to crack and other drugs since it helped educate the public, but he suggested this attention might itself be a fad. And Dr. Carol Atkinson, a cocaine clinic coordinator in Denver, said many health care professionals feared the drug problem and crack were part of "crisis-mongering from law-enforcement agencies."

However, a Denver detective, John Wycoph, said he had noticed a disturbing change in the cocaine user's profile. "We are seeing an alarming amount of young offenders using crack," he said, "High school, junior high, even down into elementary school."

Sgt. Dennis Sesma of the San Diego Police Department said, "Today you can find crack on the streets as easily as you could find marijuana 10 years ago." And he said crack's presence was not confined to any area or economic group. "We're coming up with the stuff everywhere," he added.

Eighty percent of all drug arrests in Oakland, Calif., are for crack, according to Everett Gremminger, a narcotics officer. Nearby suburbs reported the problem just beginning to appear.

Police seizures of cocaine in Los Angeles for the first six months this year exceeded the total for last year, according to Dan Cooke, a spokesman.

John Mack, Director of the Los Angeles Urban League, said crack "is sweeping the entire area of south-central Los Angeles," adding, "I don't know where it's going to end."

The sale of illegal crack in many cities verges on the brazen. In Florida, an Orange County sheriff, Lawson Lamar, was patrolling in uniform, when one crack dealer stuck his head in the car and tried to make a sale. Others stand on corners making a motion of cracking a whip to advertise their product. It is frustrating for the police. "The kids walk down the street," said Sgt. Michael Moulin of Los Angeles, "They see us coming and throw it out. They know we can't book them unless they have it in their possession."

But in some areas that have experienced crack longer, resistance and anger among nondrug users seems to be intensifying. Last month five community groups in the Los Angeles area held separate marches through several areas that they said were drug-infested. "We want them to know that we want them out," said Deanna Chevalier whose group, Parents' War on Drug Abuse, plans 12 more marches in coming weeks.

The Los Angeles Police Department program, Drug Abuse Resistance Education, combines a teacher-written curriculum with visits by uniformed officers. Fifty officers are assigned now, emphasizing self-esteem to elementary, junior high and high school students. "We want them to know you don't need to do drugs to be one of the guys," said Lieut. Dan Cooke.

In the Detroit area, where the crack problem is described as worst in the inner city, Federal and local narcotics agents have formed a single No Crack Task Force. When a special hot line (662-7225, or NOCRACK) opened in July, Robert DeFauw of the Drug Enforcement Administration feared a flood of crank calls.

"But that didn't happen," he said, "We're getting good tips. People really care about this and they're fed up." The tips, coming at the rate of 1,000 a month, sometimes involve competing drug dealers reporting each other. Many significant seizures have resulted, some as far away as Florida.

MICHIGAN MOBILIZES DRIVE

Gov. James J. Blanchard of Michigan has declared Oct. 6-10 Stop Cocaine—No Crack Week. It includes appearances by Federal drug agents in every Detroit high school. A film company donated its services to making antidrug films with members

of the Detroit Tigers and Lions. And Mayor Coleman Young has donated use of Cobo Hall for a rock concert-rally for 12,000 junior and senior high school students.

The authorities are also seeking enforcement support by forming block clubs and working through existing police "mini-stations," storefront police offices in troubled sections. After every drug raid, the police will report the location, arrests and drugs seized to the block clubs, whose members are being asked to keep the location under surveillance for further activity.

To circumvent such raids in Seattle, drug pushers employ peddlers in their early teens to cruise the street and make sales. The police are now concentrating on the demand side of the drugs, arresting many for simply having crack with them. Possession of $50 worth of crack is a felony.

In some areas the popularity of smoking crack has been tied to a shortage of other substances such as marijuana and to fears among addicts of using possibly tainted needles to inject drugs and contracting AIDS.

In Massachusetts, where Gov. Michael S. Dukakis has proposed using all money seized from drug pushers to finance more antidrug education, the sudden spread of crack first into poorer neighborhoods and then into more affluent areas has puzzled some of the authorities.

Crack as A Scapegoat

(By Adam Walinsky)

The crack wars are far from over. The New York City police have seize some 30 cars belonging to alleged buyers. Mayors and governors have held conferences on the subject, and on Sunday the Reagans joined the fray, denouncing drug abuse on national television. Yet the reality in the streets remains the same: the crime rates continue their steady increase.

Overall crime rates are not increasing because of crack or any other drug. Reported crime is up 5.5 percent from last year all over the country. Yet so far, crack is available in only a few cities. Heroin use is steady, consumption of cocaine is up only marginally and marijuana use may even be declining slightly. Besides, most drugs—certainly cocaine—are consumed by citizens whose only other offense is liable to be insider trading, tax evasion or driving over the speed limit.

The true cause of increasing crime rates is elsewhere. Most street crimes are committed by young men and boys, predominantly from minority groups; the most dangerous years are from the early teens to the early 20's. These young men come increasingly from disintegrating families and neighborhoods.

Young men of 20 are just beginning to pass out of their most crime-prone years; those of 13 to enter them. Today's 20-year-old was born in 1966; today's 13-year-old in 1973. In 1966, of all black children born in New York City, 75 percent were still being born into families with fathers present, married to the mothers. Of all Hispanic births in New York City in 1966, 89 percent were born to such married couples. But by 1973, less than 60 percent of black children in New York were being born to married couples, and less than 70 percent of Hispanics were.

The watershed was 1976, when today's 10-year-olds were born. In that year, more than half of all black children and 45 percent of all Hispanic children born in New York were born to single mothers. The causes of this radical shift are complex and less than clear, but the consequences are stark: by 1980, more than 55 percent of all the black children born nation-wide were born to single mothers. In 1965, about 77,000 male children of single mothers reached their 13th birthday; in 1975, 120,000. This year, it will be more than 200,000.

This rising proportion of illegitimate births is both effect and cause of wider patterns of community unravelling. Educated blacks particularly have moved up and away from the old neighborhoods. As Harlem was abandoned, life there became ever more disorganized and dangerous, and still more people filed. In 15 years, it has lost at least a third of its population. Social services, which may at least have been palliatives, almost vanished during the fiscal crises of the 1970's, and have not been rebuilt in the Reagan 1980's. Schools beset by violence and disorder largely abandoned the effort to deal with problem children; indeed, many educators must have sighed with relief as each disruptive youth dropped out. Meanwhile, new immigrant populations, legal and illegal, have arrived, bringing many teen-agers whose violence and crime is a response to rootlessness and disorientation.

Poverty does not excuse crime: indeed, there is plenty of evidence on Wall Street that poverty does not even explain crime. But we are preparing a disaster: the steady growth in our midst of an unacculturated, unsocialized and an indigestible

lump of young men, uneducated for any useful work, without any organic connection to the United States or to the world we live in. Every young man will seek somehow to assert his personality and his self, will look for a possibility of acting in the world. And for an increasing proportion of these young men, crime is the definition of self.

Of course, none of this is new. As long ago as 1965, Daniel Patrick Moynihan, Lyndon B. Johnson and Robert F. Kennedy called urgent attention to these problems. Today's politicians, however, prefer to ignore such matters; blacks are more politically fashionable when they are in Johannesburg. Yet it is difficult to ignore the results, with New York City alone the scene of 100,000 robberies a year and constituents of all races constantly complaining.

For our politicians, crack is a deus ex machina—a solution from the sky. After all, our officials can hardly be blamed for the Colombian peasant who stubbornly goes on growing coca leaves or for the evil "narcotrafficker" who imports the refined product. Thus, if we can blame crime on crack, our politicians are off the hook. Forgotten are the failed schools, the malign welfare programs, the desolate neighborhoods, the wasted years. Only crack is to blame. One is tempted to think that if crack did not exist, someone somewhere would have received a Federal grant to develop it.

There are useful and necessary measures we can take. One would be a real effort at law enforcement to reestablish basic order and security. Another would be welfare reform: social programs should no longer encourage single parentage, and should require work as a condition of all welfare. Still other steps would include extensive efforts to reach the more than 400,000 new children of single mothers who will have their 13th birthday this year. At the root, we must decide that we will not live with a black illegitimacy rate in excess of 60 percent, with all that it entails. We must commit ourselves to providing minority youth with a future that is not built solely on crime or the making of babies.

All these things are difficult but possible. It is long past time that our leaders stop their hysterical grandstanding about new drugs and get to work on the old, persistent problems of crime, race and poverty.

Dallas Trying Tuition-Incentive Plan

(By Kathleen Teltsch)

A New York philanthropist who promised to send dozens of Harlem children to college has been invited to Dallas to help people there join his "I Have a Dream Program" to educate the disadvantaged. Dallas residents have already pledged enough to educate 1,000 youths.

Eugene Lang, the 67-year-old industrialist who started the program, said he had received requests from more than 20 cities since word spread about his promise of college tuition five years ago to a class of sixth graders. He said he chose Dallas to start a nationwide program based on his experience because of the enthusiastic support of the city's school officials, the churches, businesses and Mayor A. Starke Taylor Jr.

"In Dallas we have all kinds of good programs for low-income people but nothing like this idea, and it's exciting," said Mayor Taylor, who has invited thousands of Dallas residents to meet Mr. Lang and will be his host at a breakfast and luncheon Wednesday and a reception Thursday.

"My staff says I'm spending more time with Lang than I did with the Prince of Wales when he visited," the Mayor said.

As a result of the national interest created by the disclosure in February 1985 of his earlier promise to the Harlem pupils, Mr. Lang set up an I Have a Dream Foundation in Manhattan, which will advise others on operating similar programs.

20 other cities interested

Twenty cities in addition to Dallas are ready to start programs of their own, Mr. Lang said last week in an interview at the Manhattan offices of the Refac Technology Development Corporation, which he started 35 years ago. The concern, specializing in the licensing of patents and the transfer of technology, operates in 45 countries.

As a boy he lived in a poor neighborhood and washed dishes at night in a restaurant to earn money for carfare to get to school. When he was 14 a chance encounter with a patron led to his getting a scholarship to Swarthmore College. He graduated

in 1938 and has given the school more than $18 million in grants, which have largely gone for student aid and faculty support.

The inspiration for the I Have a Dream program grew out of a visit Mr. Lang made in 1981 to Public School 121 in Harlem, which he attended as a boy. He was invited back to speak to the sixth graders who were being promoted to junior high class. He has related the circumstances since then to many audiences.

"Facing 61 restless 12-year-olds wearing blue caps and gowns, it dawned on me that the commencement banalities I planned to express were completely irrelevent," Mr. Lang said. As he recalls the event, he suddenly remembered the Rev. Dr. Martin Luther King Jr.'s "I Have a Dream" speech and made it his theme, infusing the talk with his belief in schooling and learning as the road out of poverty.

Impulsively, he made an offer to the pupils: he would give each a $2,000 scholarship and increase the sum each year they stayed in school so they would have enough for tuition. Later, recognizing the difficulties facing many, he developed a program to encourage those he calls his "dream" students and hired John Rivera, a social worker, as project coordinator. Mr. Lang still meets regularly with the students, advising them about their careers.

As word of his initiative spread, other New Yorkers joined, agreeing to sponsor classes. There are now nine new sponsors who have each pledged $250,000, and agreed to maintain a personal interest in the pupils' progress. That amount of money, a total of $2,250,000 has enabled 500 of the city's sixth graders to enter the program.

A close working relationship has developed among Mr. Lang, those running the program and the Board of Education. School principals follow the progress of the 500 pupils in the program, reviewing their records, grades and achievements, Mr. Lang said. Volunteers give guidance and tutoring and the students meet regularly to exchange experiences.

PERSONAL INVOLVEMENT IMPORTANT

Dr. Nathan Quinones, the New York City Schools Chancellor, who strongly supports the undertaking, said. "The greatest contribution Mr. Lang and his colleagues have made is to involve themselves personally in the lives of the students they are helping to support."

Of the P.S. 121 class of 51 sixth graders, 50 are expected to get high school diplomas next year. Mr. Lang expects 20 to 25 will enroll in college. The dropout rate for minority students in the city's inner-city schools is about 75 percent, Mr. Lang said.

Mr. Lang said the program basically aimed to give disadvantaged students an opportunity for quality education and motivation to achieve it, "to encourage inner-city youths and their families to see themselves not as outcasts but as members of the total community."

More than that, he maintained the program could develop more effective ways for private concerns and public agencies to cooperate in increasing their contributions to support educational and community objectives.

"By insisting the private sector do more, I am not suggesting letting the government off the hook and saying it can do less," Mr. Lang said.

1,000 PUPILS IN DALLAS

In Dallas, Mr. Lang's ideas have been "borrowed" and adapted to provide that 1,000 pupils, all of them black, will have enough money for tuition to a state school, according to Linus Wright, Superintendent of the Dallas Independent School District. In some instances church organizations or civic groups, as well as individuals, have agreed to serve as sponsors.

Twelve classes, each including 18 pupils, are already assured of adequate funds, and pledge cards will be distributed at the breakfast Mr. Lang is to attend Wednesday.

Mr. Lang's visit was arranged largely through the efforts of William F. Farrell Jr., a Dallas business executive, and his wife, Elaine, who are board members of the STEP Foundation, a local organization that says it is promoting "strategies to elevate people."

The other cities ready to join the program are Baltimore, Chicago, Boston, Jersey City, Washington, Cleveland, Detroit, Miami, Orlando, Fla, Atlanta, Birmingham, Ala., Grand Rapids, Mich., New Orleans, Denver, San Antonio, Phoenix, Los Angeles, San Francisco, Seattle, and Portland, Ore. Some are already organizing programs based on Mr. Lang's and others plan to do so.

Mr. DYMALLY. Do the teachers have a program of community education along with the school district or the police department?

Mr. FISHER. Working in conjunction with them, Mr. Chairman?

Mr. DYMALLY. Yes.

Mr. FISHER. No, we do not.

Mr. DYMALLY. What is the union's position about undercover officers in the school system?

Mr. FISHER. We believe that it is a very good idea, and it has borne some fruit, and we hope that it continues.

Mr. DYMALLY. Thank you very much, Mr. Fisher.

Mr. FISHER. Thank you, Mr. Chairman.

Mr. DYMALLY. The next panel is Mr. Lonnie Mitchell and the chief, Mr. Maurice Turner. Mr. Turner, could you give me about a 2-minute break? I'll be right back.

[Recess.]

Mr. DYMALLY. The subcommittee is reconvened. The witnesses may identify themselves for the record.

STATEMENTS OF MAURICE TURNER, CHIEF, D.C. METROPOLITAN POLICE DEPARTMENT, AND LONNIE MITCHELL, ADMINISTRATOR, D.C. ALCOHOL AND DRUG ABUSE ADMINISTRATION, D.C. PUBLIC HEALTH COMMISSION

Mr. TURNER. I am Maurice Turner, chief, Metropolitan Police Department.

Mr. MITCHELL. And I am Dr. Lonnie Mitchell, the administrator of the D.C. Alcohol and Drug Abuse Services Administration, Commission of Public Health, Department of Human Services.

Mr. DYMALLY. Chief Turner, you want to lead off?

STATEMENT OF MAURICE TURNER

Mr. TURNER. Mr. Chairman, members of the Committee on the District of Columbia, Subcommittee on Judiciary and Education, I appreciate the opportunity to be here today for the purpose of making a statement on the nature and degree of drug problems among students in secondary and postsecondary institutions in the District of Columbia.

There is no greater threat today to the health and safety of our society than drug abuse. This is particularly true among our youthful population who are at a greater risk to its influence. During the past school year, 1985–86, our undercover operations, where police officers pose as students in an effort to identify and arrest drug dealers who ply their illicit trade in and around schools, has revealed that drug use among secondary students is very prevalent. The drug most abused is phencyclidine [PCP], laced on marijuana followed by plain marijuana, then isolated incidents of cocaine abuse.

Our undercover operations resulted in 32 arrests for drug distribution; 28 arrests involved PCP; 3 arrests involved plain marijuana; and 1 arrest involved cocaine; 11 of the students arrested were juveniles, and 21 were adults.

The quality of the PCP purchased in the schools was equal to the quality of the PCP purchased on the streets throughout the city. The cocaine quality was much greater then that at the street level.

The cocaine purchased in the schools ranged from 50.2 to 90.2 percent, compared to street level cocaine purity of 15 to 30 percent. The prices paid by undercover officers in the schools for these drugs were in line with prices paid at the street level. Therefore, there is no difference between the drugs sold in our schools than that sold on our streets.

The students and nonstudents who sell drugs in and around our schools are also selling drugs in other areas of the city. Any thought that these youth are only dealing drugs in school to make extra spending money should be put to rest. These young drug dealers in most cases are well-organized and generate large sum of money in their illicit drug enterprise. We are beginning to see more and more juveniles and young adults becoming more involved in drug distribution at the street level. This year alone, three 11-year-old juveniles have been arrested for drug distribution.

During calendar year 1985, there were 833 juveniles arrested on drug charges. It is projected that the number of juveniles arrested on drug charges for calendar year 1986 will far exceed that of calendar year 1985. The breakdown on narcotic arrests: there were 545 in 1985, the entire calendar year; January through August this year there are 487; cocaine charges, 1985, 132; January to August 1986, 142; cannabis charges, 1985, 281; so far January to August, 113.

I can give you a breakdown. We had 3 11-year-olds arrested in 1985, 2 12-year-olds, 28 13-year-olds, 63 14-year-olds, 146 15-year-olds, 266 16-year-olds, and 325 17-year-olds. I might add also that the lowest grade level we arrested an individual for selling drugs was the fourth grade.

Mr. DYMALLY. What age was that?

Mr. TURNER. Eleven years of age, fourth grade.

Mr. DYMALLY. Thank you.

Mr. TURNER. In addition to combating our youth drug problem through law enforcement, we are striving to prevent drug abuse through education. We have developed a youth awareness program where trained police officers visit secondary schools and address students concerning various social issues including drug abuse. We have an officer friendly program consisting of 21 trained officers who each visit seven classes a day in the public, private and parochial school system for kindergarten through the ninth grade. They address the classes about a variety of issues, but each address must contain a drug presentation. Also, we have an "Officer Mack", a robot, program where we use "Officer Mack" to address students from kindergarten through the ninth grade.

During this summer there have been several roundtable meetings with representatives of the police department, the U.S. attorney's office, the corporation council's office, the D.C. School Security Unit and the D.C. School Board and other invited guests, to find possible avenues to make our schools drug free. Consequently, there now exists a high level of cooperation between the police department and the District of Columbia school system.

Mr. Chairman, I would just like to add we kicked off an "Operation Clean Sweep," which was geared strictly to the drug problem in the Nation's Capital on August 31 of this year. Up until yesterday's date there had been 2,800 arrests in those 22 days, and we

project that there will be 3,000 arrests in a month if we continue the "Operation Drug Sweep." That would indicate there would be around 36,000 violators a year of drug abuse in this city.

Total arrests in the District of Columbia for all charges for the calendar year 1985 was 43,000. It would indicate to me that the drugs are out there, and we have a very serious problem, and I would be glad to answer any questions that this committee has.

[The prepared statement of Mr. Turner follows:]

STATEMENT OF MAURICE T. TURNER, JR., METROPOLITAN POLICE DEPARTMENT CHIEF OF POLICE

Mr. Chairman, members of the Committee on the District of Columbia, Subcommittee on Judiciary and Education, I appreciate the opportunity to be here today for the purpose of making a statement on the nature and degree of drug problems among students in secondary and postsecondary institutions in the District of Columbia.

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The quality of the PCP purchased in the schools was equal to the quality of the PCP purchased on the streets throughout the city. The cocaine quality was much greater than at the street level. The cocaine purchased in the schools ranged from 50.2 to 90.2 percent compared to street level cocaine purity of 15 to 30 percent. The prices paid by undercover officers in the schools for these drugs were in line with prices at the street level. Therefore, there is no difference between the drugs sold in our schools than that sold on our streets.

The students and nonstudents who sell drugs in and around our schools are also selling drugs in other areas of our city. Any thought that these youth are only dealing drugs in school to make extra spending money should be put to rest. These young drug dealers in most cases are well organized and generating large sums of money in their illicit drug enterprise. We are beginning to see more and more juveniles and young adults becoming more involved in drug distribution at the street level. This year alone three 11-year-old juveniles have been arrested for drug distribution.

During calendar year 1985, there were 833 juveniles arrested on drug charges. It is projected the number of juveniles arrested on drug charges for calendar year 1986 will far exceed that of calendar year 1985.

NARCOTIC JUVENILE ARRESTS—JUVENILES ARRESTED ANYWHERE WITHIN THE DISTRICT OF COLUMBIA

Charges by drug	1985	January-August 1986
Possession	110	
PWID	250	
Distribution	185	
PCP charges	545	487
Possession	21	
PWID	58	
Distribution	53	
Cocaine charges	132	142
Possession	127	

NARCOTIC JUVENILE ARRESTS—JUVENILES ARRESTED ANYWHERE WITHIN THE DISTRICT OF COLUMBIA—Continued

Charges by drug	1985	January-August 1986
PWID	112	
Distribution	42	
Cannabis charges	281	113
Total charges	958	742

Note.—There will be more drug charges than drug arrests because some arrestees possessed more than one type of drug.

Arrest by age group: 10 yrs., none; 11 yrs., 3; 12 yrs., 2; 13 yrs., 28; 14 yrs., 63; 15 yrs. 146; 16 yrs., 266; and 17 yrs. 325.

Arrestee grade levels: 4th, 1; 5th, none; 6th, 8; 7th, 52; 8th, 85; 9th, 150; 10th, 141; 11th, 100; 12th, 58; not attending, 238.

Also, there were 799 male juveniles arrested and 34 female juveniles arrested.

In addition to combatting our youth drug problem through law enforcement we are striving to prevent drug abuse through education. We have developed a Youth Awareness Program where trained police officers visit secondary schools and address students concerning various social issues including drug abuse. We have an Officer Friendly Program consisting of twenty-one trained officers who each visit seven classes a day in the public, private and parochial school system from kindergarten thru ninth grade. They address the classes about a variety of issues but each address must contain a drug presentation. Also, we have an Officer Mack (a robot) program where we use Officer Mack to address students from Kindergarten thru ninth grade about the dangers of drug abuse.

During this summer there have been several round table meetings with representatives of the police department, the United States Attorney's Office, the Corporation Council's Office, the District of Columbia School Security Unit and the District of Columbia School Board and other invited guests to find possible avenues to make our schools drug free. Consequently, there now exists a high level of cooperation between the police department and the District of Columbia School System.

Mr. DYMALLY. Administrator, do you have any statement you wish to make?

STATEMENT OF LONNIE MITCHELL

Mr. MITCHELL. Yes. I am Dr. Lonnie Mitchell, the administrator of the city's alcohol and drug abuse service administration.

Mr. DYMALLY. Mr. Mitchell, if you wish, you could summarize your statement.

Mr. MITCHELL. All right.

I would just like to draw to your attention that there is one typographical error that we brought to Mr. Temple's attention. It should be 70 instead of 90 percent.

Mr. DYMALLY. So corrected.

Mr. MITCHELL. A lot of what I would have talked about has been reviewed in part by Mr. Thomas Downs, and of course you have heard some of the comments made by the Chair of the city council. I would just like to add to all of what has been said, and to kind of reinforce it, at the risk of being repetitive, that there is a serious problem in the city. It has a magnitude among adults of nearly 87,000 alcoholic persons, 60,000 poly-drug users, which would include cocaine, PCP, and marijuana. There is an estimated number of approximately 16,000 known heroine addicts.

We, in the city last year, set a record with the number of overdose deaths reaching 144, narcotic-related overdose deaths. During

the last 3-year period, 74 young people committed suicide, and 50 percent of those were drug related, and of the 50 percent drug related—about half of those that were drug related, 70 percent were PCP related.

During that same period of time, we have been trying very hard to develop programs that would make a difference in the lives of the young people. I mentioned earlier that we, under contract to the Washington Urban League, had a survey done with the school system to look at the nature of the problem, the patterns of use, and I would just like to share briefly some of those findings by drugs in a comparative way with the national statistic.

In the area of marijuana, for example, the results show that the young people in the District schools are highly at risk because they are using drugs at rates considerably above what is already an appallingly high national rate. Nationwide, for example, 54 percent of high school seniors report they have used marijuana or hashish, and 5 percent are daily users.

In the District that figure is 68 percent of our D.C. high school students report their best friends having used marijuana, and 9 percent are daily users. Because the District survey that the Urban League did for us includes students who are younger than high school seniors, students who are the sophomore, junior, and perhaps freshman level, the D.C. results are lower than they would have been if we had only surveyed the seniors, and had that been the case, we would have had an alarmingly higher percentage of use among them.

In the area of cocaine, the nationwide statistic indicates that 17 percent of high school seniors have tried cocaine, and four-tenths of 1 percent are using it daily. In our city, 29.9 percent of all senior high school students have tried cocaine, and 2.2 percent use it daily. Increasingly, crack, as you have heard, is the form of cocaine which is being used, and because it is cheap, we can expect to see a real rise in the student cocaine usage figure. It is potent, and it addicts much more quickly than the powder form of cocaine, and this, of course, makes our problem even more of a dangerous one among our young people.

As you just heard from the chief, PCP, a dreadful drug disguised by such innocent sounding names as "lovely" and "loveboat" is wreaking havoc among young people in our city. It is unfortunate but true that in proportion to its population size, Washington, DC has the highest PCP-caused hospital emergency rate in the country, and even more ominously, it is truly a drug of the youth in this city. Sixty percent of the 18-year-olds in the District found to have drugs in their system, have taken PCP.

The proportion goes down as the age of arrestees increase, as only the young seem to be fool hardy enough to take PCP. So if we were to estimate and/or speculate about the level of PCP use as the age goes lower, we would have an extremely serious problem among our young people. Nationally, only 5 percent of high school seniors in 1985 admitted to having tried PCP at least once, and only three-tenths of 1 percent said they used it daily.

In Washington, DC, according to our data, 45.3 percent of high school seniors best friends have tried PCP, and 7 percent admit using it daily. In ward 4, for example, 54.9 percent of junior and

senior high school students have best friends who have tried PCP, and that is, of course, more than half of the students in that particular jurisdiction. Consider ward 7, as well, where fully 10.8 percent of juniors' and seniors' best friends are using PCP daily.

To move on to alcohol, very briefly, while it is legal to sell and illegal up to age 18, 57.9 percent of our D.C. senior high school students have best friends who use hard liquor, and 82 percent who are involved with beer usage; 2.7 percent were said to be drinking liquor every day, and 8 percent were drinking beer every day.

Of course, with these horrifying statistics that only tell a part of the story, and there is a major problem in alcohol abuse across the city among our children, and the problem begins very young, indeed; it is quite clear from all of the research that we know about and have engaged in ourselves, that the younger the person who gets involved, whether it is drugs or alcohol, the likelihood, because of the extreme vulnerability of that person becoming dependent increases, there is a direct correlation between the age young people start to drink or to use drugs, and their chances of becoming chemically dependent.

Simply put, the earlier that drugs or alcohol are tried, the greater the chances that our children will become dependent. We talked earlier about some of the things that the city is doing about the problem. I will just reiterate them very briefly. Last summer, with the Mayor's Youth Employment Program, we trained 450 school-aged or high school students to become peer counselors, and that is the part of the program that you heard Superintendent McKenzie describe earlier.

Those persons are at work in the schools along with teachers who are trained as supervisory counselors to work with those young people. There is the detoxification program as was described before, and I'm sure you will be dismayed as I was to learn that the very first patient that came into the youth side of our PCP detoxification unit when it opened was a 14-year-old girl.

In terms of the rehabilitation programs, we have described them. They are residential programs for young people; some run by the city, and some run on a contract by II Genesis and other private vendors. Services are being provided to the group home, as we indicated before, which includes the receiving home, the Oak Hill facility, Cedar Knolls, and the residential halfway houses throughout the city.

In addition to those, we have taken our programs to the street by establishing counseling, both individual and group programs, at recreation sites across the city where young people will gather. These programs provide individual and group counseling, psychological tutoring and vocational services, and as you heard earlier, we have now two drug mobiles that are first-class mobile education vans that are in operation, and these provide education, health promotion and prevention programs across the city at recreation sites, fairs and group events. These are equipped with the state-of-the-art equipment, and we expect them to be serving a very wide audience of young people.

Knowing that just to deal with the young people is not enough, we are establishing a major program that will work with parents, parent groups that are already established, and we will then initi-

ate a coordinating process that will enable those groups to be more effective. As you heard the Chair of the city council mention earlier, that the Substance Abuse Partnership Program with the churches—and I believe I saw Rev. Benson Allen here earlier—that program has now coordinated with more than 200 churches where counseling services both for the parishioners and persons throughout the community, and providing also services within our own treatment system, is underway.

These are a few of the things that we are doing to stem the tide of the problem. We know that no matter what we do, we will never totally eliminate drug abuse. As you have heard earlier how drugs come into the city, we think it is very important that we try and continue to try hard, and we are very committed to doing that. Thank you.

[The prepared statement of Mr. Mitchell follows:]

TESTIMONY BY
LONNIE E. MITCHELL, PH.D.
ADMINISTRATOR
ALCOHOL AND DRUG ABUSE SERVICES ADMINISTRATION
OF THE
DEPARTMENT OF HUMAN SERVICES
GOVERNMENT OF THE DISTRICT OF COLUMBIA

ON
"DRUG USE AND ITS PREVENTION
IN HIGH SCHOOLS AND COLLEGES
IN THE DISTRICT OF COLUMBIA"

BEFORE
THE COMMITTEE ON THE DISTRICT OF COLUMBIA
SUBCOMMITTEE ON JUDICIARY AND EDUCATION

SEPTEMBER 23, 1986

GOOD MORNING, MEMBERS OF THE COMMITTEE. IT IS A PLEASURE FOR ME TO BE HERE WITH YOU THIS MORNING, TO TALK TO YOU ABOUT DRUG ABUSE AND ITS PREVENTION IN HIGH SCHOOLS AND COLLEGES IN THE DISTRICT OF COLUMBIA.

THE PROBLEM OF DRUG ABUSE AMONG STUDENTS IN THE DISTRICT OF COLUMBIA IS A SUBSTANTIAL ONE, AND ONE OF CONSIDERABLE CONCERN TO ME AS THE ADMINISTRATOR OF THIS CITY'S ALCOHOL AND DRUG ABUSE PREVENTION, EDUCATION, AND REHABILITATION FACILITIES.

THE PROBLEM IS SO SERIOUS THAT WE HAVE RECENTLY OPENED LONG-TERM RESIDENTIAL FACILITIES TO SPECIFICALLY ADDRESS THE REHABILITATION NEEDS OF THE CHILDREN OF THE DISTRICT. THERE, WE HOPE TO SERVE APPROXIMATELY 100 YOUNG PEOPLE A YEAR. THESE YOUNG PEOPLE, AS SICK AS THEY ARE, ARE THE LUCKY ONES BECAUSE THEY ARE GETTING TREATMENT. MOST YOUNG PEOPLE HERE WHO BECOME DRUG-INVOLVED DO NOT GET TREATMENT BECAUSE THEY DO NOT SEEK IT, DESPITE THE RAVAGES OF THEIR DISEASE. THIS APATHY IS ITSELF A SYMPTOM OF THEIR DISEASE. AS A RESULT, THEIR FAMILIES HAVE TO LIVE WITH THE EFFECTS OF THIS DISEASE - A DISEASE WHICH EXPERTS AGREE IS PRIMARY, CHRONIC, PROGRESSIVE, AND IF NOT TREATED ADEQUATELY, TERMINAL.

WE, TOO, LIVE WITH THE CONSEQUENCES OF THEIR DISEASE, BECAUSE, AS YOU KNOW, THERE IS A DIRECT CORRELATION BETWEEN DRUG ABUSE AND CRIME. OUR JAILS ARE FULL TO OVERFLOWING WITH YOUNG MEN AND WOMEN CAUGHT IN CRIMES WHICH THEY COMMITTED AS A DIRECT RESULT OF THEIR DRUG ABUSE. CHIEF TURNER HAS ESTIMATED THAT UP TO 90% OF ALL CRIMES ARE DRUG-RELATED. THIS SEEMS VERY PROBABLE TO US,

BECAUSE 69% OF ALL ARRESTEES IN THE DISTRICT OF COLUMBIA ARE FOUND TO HAVE "DIRTY" URINES; THAT IS, THEIR URINES TEST POSITIVE FOR DRUGS.

THE HIGH CRIME RATE COMES ABOUT BECAUSE OF HIGH DRUG RATES, PARTICULARLY AMONG THE YOUNG. BUT, WHY DO YOUNG PEOPLE GET INVOLVED IN DRUGS IN THE FIRST PLACE? WHAT DO WE KNOW ABOUT THE DRUG USE OF OUR YOUNG PEOPLE ANYHOW?

WE HAVE A TOOL WHICH CAN ANSWER SOME OF OUR QUESTIONS ABOUT DRUG ABUSE AMONG DISTRICT STUDENTS. IN 1985, THE URBAN LEAGUE, UNDER CONTRACT TO ADASA, CONDUCTED A SURVEY OF DISTRICT STUDENTS. I WOULD LIKE TO SHARE SOME OF THE RESULTS OF THIS SURVEY WITH YOU, AND COMPARE THESE RESULTS AGAINST RESULTS OF SIMILAR SURVEYS OF HIGH SCHOOL STUDENTS NATIONWIDE.

MARIJUANA

IN TERMS OF DEMAND, THE RESULTS SHOW THAT OUR KIDS IN THE DISTRICT ARE HIGHLY AT RISK, BECAUSE THEY ARE USING DRUGS AT RATES CONSIDERABLY ABOVE WHAT IS ALREADY AN APPALLINGLY HIGH NATIONAL RATE. NATIONWIDE, 54% OF HIGH SCHOOL SENIORS REPORT HAVING USED MARIJUANA OR HASHISH, AND THAT 5% ARE DAILY USERS. IN THE DISTRICT 68.2% OF D.C. HIGH SCHOOL STUDENTS REPORT THAT THEIR BEST FRIENDS HAVE USED MARIJUANA, AND 9.3% USE IT DAILY.

BECAUSE THE DISTRICT SURVEY INCLUDES STUDENTS WHO ARE YOUNGER THAN HIGH SCHOOL SENIORS - I.E., STUDENTS IN THEIR SOPHOMORE AND JUNIOR YEARS AS WELL AS FRESHMEN IN SOME CASES - THE D.C. RESULTS

ARE LOWER THAN THEY WOULD HAVE BEEN IF ONLY D.C. SENIORS HAD BEEN SURVEYED, BECAUSE THE YOUNGER TEENS MAY NOT AS YET HAVE TRIED DRUGS. IF ONLY SENIORS HAD BEEN ASKED, AS IN THE NATIONAL SURVEY, OUR RATES WOULD HAVE BEEN HIGHER YET.

(I'M SURE YOU WILL REALIZE THAT IF YOU ASK KIDS ABOUT THE DRUG AND ALCOHOL USAGE OF THEIR BEST FRIENDS, THEY ARE MORE LIKELY TO BE TRUTHFUL THAN IF YOU ASK THEM ABOUT THEIR OWN USAGE!)

COCAINE

NATIONWIDE, 17% OF HIGH SCHOOL SENIORS HAVE TRIED COCAINE, AND .4% ARE USING IT DAILY. IN THIS CITY, 29.9% OF ALL SENIOR HIGH SCHOOL STUDENTS HAVE TRIED COCAINE, AND 2.2% USE IT DAILY. INCREASINGLY, CRACK IS THE FORM OF COCAINE WHICH IS BEING USED. BECAUSE CRACK IS CHEAP, WE CAN EXPECT TO SEE A REAL RISE IN THE STUDENT COCAINE USAGE FIGURES. IT IS POTENT, AND IT ADDICTS MUCH MORE QUICKLY THAN THE POWDER FORM OF COCAINE. THIS MAKES IT TRULY DANGEROUS TO OUR YOUNG PEOPLE.

PCP

A DREADFUL DRUG, DISGUISED BY SUCH INNOCENT-SOUNDING NAMES AS "LOVELY" AND "LOVE BOAT". IT IS UNFORTUNATE BUT TRUE THAT IN PROPORTION TO ITS POPULATION SIZE, WASHINGTON HAS THE HIGHEST PCP-CAUSED HOSPITAL EMERGENCY RATE IN THE COUNTRY. AND EVEN MORE OMINOUSLY, IT IS TRULY A DRUG OF THE YOUNG IN THIS CITY. SIXTY PERCENT OF THE EIGHTEEN-YEAR-OLDS ARRESTED IN THE DISTRICT AND FOUND TO HAVE DRUGS IN THEIR SYSTEM, HAVE TAKEN PCP. THE

PROPORTION GOES DOWN AS THE AGE OF THE ARRESTEES INCREASES, AS ONLY THE YOUNG ARE FOOLHARDY ENOUGH TO TAKE PCP. IF THE YOUNGEST PEOPLE TESTED - 18-YEAR-OLDS - HAVE THE HIGHEST PCP USE RATE WE KNOW ABOUT, THEN WE CAN ONLY SPECULATE WHAT KIND OF A DRUG USE RATE THOSE YOUNGER THAN 18 HAVE. WHEN DID THESE KIDS START USING PCP? HOW DID THIS RATE GET SO HIGH? WHY DOES IT HAVE SUCH ENORMOUS APPEAL TO THE YOUNG OF THIS CITY? NATIONALLY, ONLY 5% OF HIGH SCHOOL SENIORS IN 1985 ADMITTED TO HAVING TRIED PCP AT LEAST ONCE, AND ONLY .3% SAID THEY USED IT DAILY. IN THIS CITY, 45.3% OF HIGH SCHOOL SENIORS' BEST FRIENDS HAVE TRIED PCP, AND 7.1% ADMIT USING IT DAILY. IN WARD 4, 54.9% OF JUNIOR AND SENIOR HIGH SCHOOL STUDENTS HAVE BEST FRIENDS WHO HAVE USED PCP - THAT IS, MORE THAN HALF OF THE STUDENTS HAVE APPARENTLY USED THIS DANGEROUS MIND-BENDING DRUG! CONSIDER WARD SEVEN, AS WELL, WHERE FULLY 10.8% OF JUNIORS AND SENIORS' BEST FRIENDS ARE USING IT DAILY.

ALCOHOL

FINALLY, IN TERMS OF DRINKING BEER OR HARD LIQUOR, 57.9% OF D.C. SENIOR HIGH STUDENTS HAVE BEST FRIENDS WHO USE HARD LIQUOR AND 82.1% HAVE BEST FRIENDS WHO USE BEER. 2.7% WERE SAID TO BE DRINKING LIQUOR EVERY DAY, AND 8.3% WERE DRINKING BEER EVERY DAY. CERTAINLY THE CHILDREN WHO USE HARD LIQUOR DAILY ARE EITHER LIKELY TO BECOME OR ARE ALREADY ALCOHOLICS.

THESE HORRIFYING STATISTICS TELL US THAT WE HAVE A MAJOR PROBLEM IN ALCOHOL ABUSE ACROSS THIS CITY AMONG OUR CHILDREN, AND THAT THE PROBLEM BEGINS VERY YOUNG, INDEED. GIVEN THAT CONSUMPTION OF

ALCOHOL IS ILLEGAL BEFORE THE AGE OF EIGHTEEN, AND THAT MOST SEVENTH GRADE STUDENTS ARE APPROXIMATELY 13 YEARS OF AGE, THE FACT THAT 12% OF OUR SEVENTH GRADERS DRINK IS SHOCKING, AND HAS SERIOUS IMPLICATIONS FOR THE FUTURE OF OUR CHILDREN. WHEN YOU COUPLE THIS WITH STATISTICS THAT SHOW THAT OF THE D.C. CHILDREN WHO BEGAN DRINKING WHEN THEY WERE UNDER 13, 54.6% ARE CURRENTLY DRINKING, A DANGEROUS PATTERN EMERGES. CURRENT ALCOHOL USERS BEGAN DRINKING ALCOHOL AT AN EARLIER AGE THAN THOSE WHO STARTED USING ALCOHOL, BUT STOPPED. A SOMEWHAT SIMILAR PATTERN EXISTS FOR DRUG USERS AND PAST DRUG USERS. THE YOUNGER THEY START TO DRINK, THE MORE LIKELY THEY ARE TO BECOME ALCOHOLIC.

ALCOHOL AND DRUGS ACT IN A MORE POWERFUL WAY UPON BODIES THAT ARE JUST ENTERING AND PASSING THROUGH PUBERTY THAN THEY DO ON OLDER BODIES. THERE IS A MUCH GREATER RISK OF A YOUNG PERSON BECOMING ALCOHOL OR DRUG-DEPENDENT IF HIS OR HER FIRST EXPERIENCES WITH ALCOHOL AND DRUGS START AT AN EARLY AGE. IN FACT, THERE IS A DIRECT CORRELATION BETWEEN THE AGE YOUNG PEOPLE START TO DRINK OR USE DRUGS AND THEIR CHANCES OF BECOMING CHEMICALLY DEPENDENT. SIMPLY PUT, THE EARLIER THAT DRUGS OR ALCOHOL ARE TRIED, THE GREATER THE CHANCE YOUR CHILDREN WILL BECOME DEPENDENT.

WHAT ARE WE DOING?

IF WE ARE TO SUCCEED IN BRINGING THE RATE OF SUBSTANCE ABUSE DOWN, WE MUST BEGIN WITH YOUNGSTERS BEFORE THEY GET TO BE TEEN-AGERS, AND IN THEIR EARLY TEENAGE YEARS WHEN THEY ARE THE MOST VULNERABLE. WE MUST WORK WITH THEM IN A SERIOUS, INTENSIVE AND

APPROPRIATE WAY IF OUR MESSAGE IS TO BE CREDIBLE. THIS ADASA IS PLEDGED TO DO. HERE ARE SOME OF THE THINGS THAT WE ARE WORKING ON AT PRESENT THAT ARE OF PARTICULAR BENEFIT TO OUR YOUNG PEOPLE.

PEER COUNSELING IN-SCHOOL

DURING THIS SCHOOL YEAR, ADASA WORKING TOGETHER WITH THE SCHOOL SYSTEM WILL HAVE STARTED AN IN-SCHOOL, DRUG EDUCATION, PEER-COUNSELING AND REFERRAL PROGRAM WHICH WE EXPECT TO BE VERY SUCCCESS-FUL. IT WILL GIVE WELL-RESPECTED YOUNGSTERS THE OPPORTUNITY TO BE TRAINED TO BECOME PEER COUNSELORS WITHIN THE SCHOOL SYSTEM. WE BELIEVE, THAT WITH GOOD TRAINING, THEY WILL BE ABLE TO HELP KIDS HEADING INTO TROUBLE TO TURN AWAY BEFORE IT IS TOO LATE. KIDS TALK TO OTHER KIDS MORE EASILY ABOUT THEIR PROBLEMS THAN THEY DO TO GROWNUPS, AND WE WANT TO USE THIS IN A POSITIVE WAY. WE EXPECT OUR PEER COUNSELORS TO SET EXCELLENT BEHAVIOR EXAMPLES, AND TO SHOW KIDS WHO ARE FALLING INTO DRUG-PRONE LIFESTYLES A BETTER AND MORE REWARDING WAY TO CONDUCT THEIR LIVES.

IF WE CAN MODIFY CHILDREN'S BEHAVIORS AWAY FROM DRUGS DURING THE MOST VULNERABLE EARLY TEENAGE YEARS, PHYSCHOLOGISTS TELL US THAT THE CHANCES OF THEIR GETTING CAUGHT UP IN ALCOHOL OR DRUGS DECREASES. WHEN WE FIND THAT A CHILD HAS TURNED OFF INTO DRUGS AND ALCOHOL, OUR PROGRAM WILL SET UP A REFERRAL SYSTEM. WE WILL WORK WITH THE PARENTS TO IDENTIFY THE MOST APPROPRIATE SOURCE AND KIND OF HELP FOR THE CHILD, DEPENDING ON THE EXTENT OF THE PROGRAM. WE WILL ALSO HELP BOTH PARENTS AND SSCHOOL PERSONNEL TO IDENTIFY THE WARNING SIGNS OF DRUG OR ALCOHOL-USING BEHAVIOR PATTERNS.

SHORT-TERM DETOXIFICATION

WE HAVE RECENTLY OPENED A PCP DETOXIFICATION UNIT AT D.C. GENERAL HOSPITAL WITH 20 BEDS, OF WHICH 10 ARE FOR YOUTH. THIS IS NEEDED SO THAT PERSONS IN ACUTE PCP PSYCHOSES MAY BE EFFECTIVELY AND APPROPRIATELY DETOXIFIED OVER A PERIOD OF DAYS. THIS STATE-OF-THE-ART FACILITY IS A MODEL FOR HOSPITALS ACROSS THE COUNTRY. THE YOUTH BEDS ARE THE FIRST TO FILL, IT SEEMS. I'M SURE YOU'LL BE AS DISMAYED AS I WAS TO LEARN THAT THE VERY FIRST PATIENT IN THIS NEW UNIT WAS A 14-YEAR-OLD PREGNANT GIRL.

RESIDENTIAL REHABILITATION

ADASA IS ALSO SEEKING WAYS TO DIRECTLY HELP YOUNG PEOPLE WHO HAVE BEEN IDENTIFIED AS BEING CHEMICALLY DEPENDENT - PARTICULARLY ON PCP - AND IN NEED OF A RESIDENTIAL REHABILITATION PROGRAM. WE HAVE LONG OFFERED OUR YOUNG PEOPLE A DRUG-FREE OUTPATIENT PROGRAM - THAT IS NON-METHADONE. BUT UNTIL NOW, WE DID NOT HAVE A RESIDENTIAL PROGRAM FOR YOUNG PEOPLE NEEDING MORE INTENSIVE CARE. BUT, THINGS HAVE CHANGED, AND AS NOTED BEFORE, WE HAVE JUST STARTED TWO YOUTH RESIDENTIAL TREATMENT PROGRAMS TO HELP YOUNG PEOPLE, PRIMARILY THOSE STRUNG OUT ON PCP. UNTIL THIS SUMMER, THE DISTRICT HAD TO SEND ITS CHEMICALLY DEPENDENT YOUNG PEOPLE OUTSIDE THE CITY TO RESIDENTIAL PROGRAMS IN OTHER STATES, IF THE CHILD COULDN'T BE HANDLED ON AN OUTPATIENT BASIS. AT LAST, OUR YOUNG PEOPLE CAN BE HELPED BY US IN THE KIND OF SETTING THAT OFFERS THE MOST PROMISE. WE ARE ALSO CONSIDERING WHAT KIND OF RESIDENTIAL

REHABILITATION WORKS BEST FOR YOUNGSTERS WHO HAVE SERIOUS "CRACK" HABITS.

HELP FOR CHILDREN IN GROUP HOMES

WE ARE ALSO PROVIDING, THROUGH A CONTRACT, DRUG PREVENTION AND COUNSELING ASSISTANCE TO ONE HUNDRED YOUNGSTERS IN 12 GROUP HOMES IN THIS CITY. THE ASSESSMENT OF THEIR NEEDS HAS ALREADY BEEN COMPLETED, AND A PLAN TO GET THEM EDUCATIONAL MATERIAL AND COUNSELING IS BEING IMPLEMENTED.

INCARCERATED YOUTH

YOUNGSTERS WHO ARE INCARCERATED WILL ALSO BE GETTING SUBSTANCE ABUSE COUNSELING. BEGINNING LAST NOVEMBER, ADASA HAS HIRED AN ADDITIONAL PSYCHOLOGIST, ANOTHER SOCIAL WORKERS, AND FIVE TREATMENT COUNSELORS TO WORK WITH YOUNG PEOPLE AT OAK HILL, THE RECEIVING HOME, AND FOUR GROUP HOMES IN THE CITY.

RECREATIONAL OUTREACH COUNSELING

WE INTEND TO GO OUT INTO THE FIELD TO FIND AND HELP YOUNGSTERS WHO MIGHT BE GETTING INTO TROUBLE. WE HAVE CONTRACTED TO EXPAND THE SUBSTANCE ABUSE COUNSELING, PSYCHOLOGICAL TUTORING AND VOCATIONAL SERVICES OUTREACH OF ADASA'S YOUTH ABSTINENCE PROGRAM BY PLACING SUBSTANCE ABUSE COUNSELORS, PSYCHOLOGISTS AND SPECIAL EDUCATION STAFF IN VARIOUS YOUTH-ORIENTED PROGRAMS AROUND THE CITY.

DRUGMOBILES

WE NOW HAVE TWO FIRST-CLASS MOBILE EDUCATION VANS - CALLED DRUGMOBILES - IN OPERATION. THEY PROVIDE ON-SITE PREVENTION, EDUCATION AND HEALTH PROMOTION PROGRAMS FOR SCHOOLS, RECREATION CENTERS, FAIRS AND SPECIAL GROUP EVENTS. ONE EVEN HAS VIDEO EQUIPMENT, AND BOTH HAVE A WHOLE HOST OF ATTENTION-GRABBING WAYS TO GET THE SAY NO TO DRUGS MESSAGE ACROSS TO OUR YOUNG PEOPLE. WE HAVE DEVELOPED A WHOLE PROGRAM AROUND OUR VANS CALLED "SAM AND THE TEAM". SAM STANDS FOR SUBSTANCE ABUSE MOBILE, AND THE PROGRAM INCLUDES SIGNING CHILDREN UP INTO ANTI-DRUG CLUBS OR TEAMS, GIVING THEM CERTIFICATES FOR ACTIVITIES SPONSORED BY THE CLUBS AND DEVELOPING AN ONGOING POSITIVE RELATIONSHIP WITH THE CHILDREN.

CONCLUSION

THESE ARE AMONG THE THINGS WHICH ADASA IS DOING TO STANCH THE PROBLEM. WE KNOW THAT WE WILL NEVER BE ABLE TO ELIMINATE DRUG AND ALCOHOL ABUSE COMPLETELY. BUT WE ARE WORKING HARD AND INNOVATIVELY TO PROTECT OUR CHILDREN FROM DRUG AND ALCOHOL ABUSE, AND WHERE OUR CHILDREN HAVE FALLEN VICTIM TO THIS DISEASE, TO HELP THEM TO RECUPERATE. WE INTEND TO KEEP WORKING - WE CAN AFFORD TO DO NO LESS.

Mr. DYMALLY. Chief, you noted in your testimony that these young dealers are well organized. How organized is distribution among young people, and give us some idea of the mechanics of the organization. What do you mean by well organized?

Mr. TURNER. Mr. Chairman, let me point out a case that we made an arrest earlier this year. It was from McKinley Tech High School. The young man that was the head of that drug ring selling PCP, when we arrested him and we got the schematics, he outlined his whole organization. No. 1, he had a contingency plan in case he was closed down at this location, where his next location would be, where his stash houses would be, who his burners—those are people with weapons to shoot someone in case they attempted to take drugs.

He indicated who his best workers were, who he could depend upon, who he would give incentive bonuses to sell these drugs. He was a young man that was going to one of our local high schools, and this man had the organizational ability to put down what he was going to do in case he was knocked off at this house. He had preselected another location and plans to attempt to make the police suppression null and void. This young man had that organizational ability, and I'm sure that there are many more of them out there that have organized to that degree.

Mr. DYMALLY. In other words, in his absence the organization could have operated without him.

Mr. TURNER. That is certainly so. He had everything down—who the best workers were, who the stepping stones were, and what he was going to do.

Mr. DYMALLY. Civil liberties organizations in the District recently criticized the practice of the department in using officers as peddlers in order to catch dealers. They term it a form of entrapment. Do you want to comment on that?

Mr. TURNER. Yes, I do, Mr. Chairman. We have used reverse buys, as have other police departments, since 1981. Obviously, if a police officer standing on a corner and the individual approaches that police officer and tells the officer he wants to purchase PCP; the officers are not making any suggestive comments or anything to these people. They are being approached by the citizens that come up. We have certainly sat down with the U.S. attorney's office, and were instructed for 2 to 3 hours so that we could stay out of the entrapment mode. I don't think that entrapment is transpiring at all.

I think PCP, again, is in epidemic proportions in this city. It is the drug that our young people abuse, and to stem that tide, I think we have the proper controls. Every person that we have sold PCP to, we have arrested that individual within a half a block of the sale. We have seized almost 20 cars from those individuals that purchase those drugs. We have backup people. We have people in the crowds.

If you go out to some of these locations, sometimes literally hundreds of people are standing there on the scene, and many of them are selling drugs, and the people just take the police officers as a normal drug dealer, and I think it is a proper form of policing, and I think it has paid its dividends.

Mr. DYMALLY. What about the safety of the officer?

Mr. TURNER. We have backup officers. In one of these operations, 12 to 14 officers are involved for the one sale. The officer has a body unit, we record everything that is said, and we film the entire operation as it goes down.

Mr. DYMALLY. Are you infiltrating the seller also? You have infiltrated the buyer. What about the seller?

Mr. TURNER. Well, the seller is the police officer.

Mr. DYMALLY. No, I mean the original drug seller, the source.

Mr. TURNER. We are still arresting drug dealers in addition to—the reverse buys is just one of the operations that we go, but the almost 3,000 people that we have arrested in "Operation Clean Sweep" since August 31, each one of those persons is interrogated. We have an interrogation sheet that we go down from each one of those individuals. As a result of the interrogation sheet, we have made some seizures, some large seizures. We got 50 pounds of marijuana from one location. We got 35 pounds of marijuana from another location. We got 3 ounces of cocaine from another location. So these people are beginning to give us some intelligence that is beneficial to us.

Mr. DYMALLY. Subcommittee counsel has a question.

Mr. TEMPLE. I just wanted to follow up on that, if you would, Chief Turner. Have you done the reverse situation, because you are going after the users. Have you had police try to buy from the sellers in the high schools so as to arrest the sellers as opposed to the users, a reverse situation?

Mr. TURNER. Oh, certainly, we have undercover police officers in just about all of the high schools in the city, and school security normally comes—we have a liaison, and we meet once a month. The school security will come and say that we have a problem, or we believe we have a problem at a certain school. We will get together with school security, and we will place a police officer in that school. That police officer will go to school that entire school year, and he will gather all of the intelligence and all of the data, and eventually he will end up applying for search warrants, arrest warrants and we serve those almost at the conclusion of the school year.

Mr. DYMALLY. Minority counsel, before you do that, we have a statement here from Mr. Fauntroy, and without objection, it will be placed in the record.

[The prepared closing statement of Mr. Fauntroy follows:]

U.S. HOUSE OF REPRESENTATIVES

CLOSING STATEMENT

OF

CONGRESSMAN WALTER E. FAUNTROY

BEFORE THE

SUBCOMMITTEE ON JUDICIARY AND EDUCATION

COMMITTEE ON THE DISTRICT OF COLUMBIA

TUESDAY, SEPTEMBER 23, 1986 9:00 A.M. 1310 LONGWORTH HOB

IN ORDER FOR US TO DEVELOP SOME SORT OF LONG RANGE PROGRAM TO CONFRONT THE USE OF DRUGS BY STUDENTS, THERE NEEDS TO BE A COMPREHENSIVE DRUG EDUCATION AND PREVENTION PROGRAM ESTABLISHED. THIS PROGRAM SHOULD INCLUDE THE PUBLIC AND PRIVATE SECTOR. THE RELIGIOUS AND EDUCATIONAL COMMUNITIES, AND LAW ENFORCEMENT AND DRUG TREATMENT AGENCIES. IT SHOULD BECOME AN INTEGRATED PART OF THE PUBLIC SCHOOL SYSTEM BEGINNING WITH ELEMENTARY SCHOOL AND CONTINUING THROUGH HIGH SCHOOL. THE FOCUS WOULD NOT BE LIMITED TO ANY ONE SELECT GROUP OF STUDENTS SUCH AS ATHLETES BUT WOULD FOCUS ON THE STUDENT POPULATION AS A WHOLE.

TO REACH SUCH A GOAL WILL TAKE TIME. THE USE AND ABUSE OF DRUGS IN PUBLIC SCHOOLS DID NOT BEGIN WITH THIS SESSION OF CONGRESS

NOR WILL IT END WHEN THE 100TH CONGRESS BEGINS. IT WILL STAY WITH US JUST AS TENACIOUSLY AS IT HAS IN THE PAST. THEREFORE ANY PROGRAMMATIC SOLUTION MUST COME ABOUT AS THE RESULT OF A SERIOUS COMMITMENT ON THE PART OF EVERY SEGMENT OF OUR CITY. WE CANNOT AFFORD ANOTHER BAND-AID APPROACH. WE NEED MAJOR SURGERY SO THAT OUR SCHOOL CHILDREN WILL BE ABLE TO LIVE TO THE HIGHEST LEVEL OF THEIR INDIVIDUAL POTENTIAL UNENCUMBERED BY ADDICTION TO DRUGS AND ALCOHOL.

I JOIN YOU MISTER CHAIRMAN IN CALLING FOR A MEETING OF THE APPROPRIATE PUBLIC AND PRIVATE GROUPS SO AS TO BEGIN THIS TASK AS SOON AS IS POSSIBLE.

Ms. MESSALLE. Earlier there was some confusion about the differences in funding for treatment and education, and usually when you are reviewing a budget, they are combined together as education and treatment for drug abuse.

Dr. Mitchell, do you have it today, or could you submit it in writing just exactly how much of ADASA's budget does go toward drug prevention education and for specific treatment services.

Mr. MITCHELL. Yes. I would be very glad to provide that.

[The information was not received in time for printing.]

Mr. DYMALLY. I thank you very much, Chief and Dr. Mitchell. It is evident from what we have heard today that there exists a real and substantive need for a comprehensive drug education and preventative program for District of Columbia public schools, one which begins at the time a child enters our schools and continues throughout his public school career. Therefore, I am charging committee staff with the responsibility of bringing together the educational, prevention, community and law enforcement leadership of the District of Columbia for a series of discussions concerning the subject of today's hearing. I asked that the first of these meetings be held here in this hearing room no later than November 7, 1986, and the basis for a comprehensive education and prevention program be the agenda; and that a staff report supplementing this hearing record be published, and hopefully out of this some legislation will come to strengthen the work and you and the schools and the community and the churches are doing.

We thank you very much for your testimony. We would like to have the privilege of forwarding to you and Dr. Mitchell some questions for responses. The committee meeting is adjourned.

[Whereupon, at 11:55 a.m., the subcommittee was adjourned subject to the call of the Chair.]

[The news release announcing drug abuse hearings follows:]

[For immediate release, September 22, 1986]

HOUSE DISTRICT OF COLUMBIA SUBCOMMITTEE TO HOLD HEARINGS ON DRUG ABUSE IN CITY SCHOOLS

Rep. Mervyn M. Dymally, Chairman of the House District of Columbia Subcommittee on Judiciary and Education announced the first of two hearings on drug abuse among students in the District of Columbia. The hearing will take place at 9:00 A.M. September 23rd in room 1310, Longworth Building.

"Since 1984, the D.C. Committee has been working to pass legislation establishing a Washington Metropolitan Area Drug Authority", said Dymally. "By holding these hearings, the Subcommittee is highlighting at a crucial time the need for increased anti-drug efforts in the Nation's Capital. Following the lead of Congressman Fauntroy, Dymally encourages increased coordination in the Metro area in order to use available resources more effectively and efficiently against drug sales.

Dymally added, "that sale of drugs brings high profits and no minor effort is going to stop a spectacularly lucrative business. Teachers and school administrators alone will not stop the problem. Moreover, law enforcement officials working independently will not make more than a dent in the problem".

In the course of these hearings, Dymally hopes to show the need for Federal support and to encourage an integrated approach to the drug problem. He commented, "we want to see schools, social and health service providers, parents, law enforcement officials, and other relevant parties work in a coordinated way to resolve this problem".

Witnesses include: City Council Chairman David Clark; School Superintendent Floretta McKenzie; School Board President, David Hall; Washington Teachers Union President, Harold Fisher; and District of Columbia Police Chief Turner, among others. "We intend to ascertain a clear picture of the drug problem in D.C.

schools and what is being done about it", Dymally said in explaining the purpose of the hearings.

In the District of Columbia, arrests for PCP use have risen dramatically from 310 in 1982 to more than 3,000 in 1985. Emergency room admissions for PCP overdoses tripled in the same time period. Use of cocaine and crack has also risen in recent years resulting in a thousand percent increase in cocaine related arrests between 1981 and 1985.

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